



CITY OF
TUMWATER

**GENERAL GOVERNMENT COMMITTEE
MEETING AGENDA**

**Online via Zoom and In Person at
Tumwater City Hall, Council Conference
Room, 555 Israel Rd. SW, Tumwater, WA
98501**

**Wednesday, December 13, 2023
8:00 AM**

1. Call to Order
2. Roll Call
3. Approval of Minutes: General Government Committee, October 11, 2023
4. 2025 Comprehensive Plan Periodic Update – Economic Development (Austin Ramirez)
5. 2025 Comprehensive Plan Periodic Update – Lands for Public Purposes & Utilities (Erika Smith-Erickson)
6. Additional Items
7. Adjourn

Meeting Information

All committee members will be attending remotely. The public are welcome to attend in person, by telephone or online via Zoom.

Watch Online

<https://us02web.zoom.us/j/87660406382?pwd=Qm55MVF0RjBkOWdPMTNtTEFQNC9kUT09>

Listen by Telephone

Call (253) 215-8782, listen for the prompts and enter the Webinar ID 876 6040 6382 and Passcode 610666.

Public Comment

The public may submit comments by sending an email to council@ci.tumwater.wa.us, no later than 5:00 p.m. the day before the meeting. Comments are submitted directly to the Committee members and will not be read individually into the record of the meeting.

Post Meeting

Audio of the meeting will be recorded and later available by request, please email CityClerk@ci.tumwater.wa.us

Accommodations

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252-5488 or email CityClerk@ci.tumwater.wa.us. For vision or hearing impaired services, please contact the Washington State Relay Services at 7-1-1 or 1-(800)-833-6384. To contact the City's ADA Coordinator directly, call (360) 754-4128 or email ADACoordinator@ci.tumwater.wa.us.

**TUMWATER GENERAL GOVERNMENT COMMITTEE
MINUTES OF VIRTUAL MEETING
October 11, 2023 Page 1**

CONVENE: 8:00 a.m.

PRESENT: Chair Michael Althausser and Councilmembers Joan Cathey and Leatta Dahlhoff.

Staff: City Administrator Lisa Parks, City Attorney Karen Kirkpatrick, Community Development Director Michael Matlock, Finance Director Troy Niemeyer, Planning Manager Brad Medrud, and Housing and Land Use Planner Erika Smith-Erickson.

**APPROVAL OF MINUTES:
GENERAL
GOVERNMENT
COMMITTEE,
SEPTEMBER 13, 2023:**

MOTION: **Councilmember Dahlhoff moved, seconded by Chair Althausser, to approve the minutes of September 13, 2023 as published. A voice vote approved the motion.**

Councilmember Cathey joined the meeting.

**2025 COMPREHENSIVE
PLAN PERIODIC UPDATE -
DEVELOPMENT CODE:** Manager Medrud reported the briefing covers recent state requirements to address as part of the development code update during the Comprehensive Plan Periodic Update process.

Generally, state requirements occur through the Growth Management Act and other processes and sources. Those requirements are translated at the local level into goals and policies within the Comprehensive Plan. The development code also includes development guidelines for construction and building codes.

A number of new state requirements include affordable housing changes, clean energy changes, climate change, critical areas, impact fees, and organic materials management.

A number of requirements pertain to affordable housing amendments. Some of the requirements create conflicting requirements as the changes were promulgated through different legislative bills with some lacking coordination during the legislative process.

A new requirement is accessory dwelling unit (ADU) legislation changing the complexity of residential neighborhoods in the City. The State Legislature has worked over recent years on how ADUs could be an easier way to promote the construction of more housing

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quickly and with less process. ADUs are considered a secondary use on a residential property built in addition to the existing use. Legislation now requires the allowance of up to two ADUs per lot throughout the City. The requirement increases the City's density but does not change the calculation of density. Density is calculated to determine the need for services, such as transportation, water, sewer, and fire and police service, etc. Additional calculations are necessary to determine the impacts of the new legislation and the anticipated number of constructed ADUs to capture all data to ensure proper planning. Another important change is the maximum size of an ADU can be no less than 1,000 square feet. The City's current limit is 800 square feet. Additionally, impact fees for ADUs cannot be greater than 50% of a single family home.

Other changes cover condominium and small residential uses. Impact fees must be proportionate to the impact of new housing units to include multifamily and condominiums requiring computation of square footage, number of bedrooms, and trips generated to ensure the scaling of impact fees appropriately. Another new requirement expands how the City addresses platting for condominiums.

The City is also required to review existing design review standards. New legislation requires jurisdictions to apply design standards that are clear and objective with no ambiguity. The current Citywide design standards meet the intent of the new legislation; however, staff is reviewing current standards to ensure there are no issues.

Legislation changed for manufactured housing requiring an amendment in the codes. The City is limited in how it regulates manufactured homes other than by location. New laws require manufactured homes to be treated equally as regular constructed homes. The City could require only new manufactured homes, installed on a permanent foundation, and conformance to any design standards applicable to regular single-family structures. However, some current codes would need to be eliminated.

Middle housing was the largest legislation passed resulting in more impacts. The primary change is allowing at least two dwelling units per lot in all residential parcels in the City. Essentially, the legislation erases single family zoning with duplexes and greater density housing units allowed under the new law. All provisions reviewed several years ago to enable duplexes in some residential zones will be replaced with the City now required to allow duplexes in all residential zones. Another provision applies to an

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existing affordable housing unit whereby the City must allow for at least four dwelling units per lot. The provision will be challenging, as it requires some type of monitoring program to ensure the permanently affordable housing unit is maintained.

Another provision in the legislation that does not apply to the City involves major transit stops. The provision addresses specific parking requirements. Although the City does not need to address the new provisions, the City must address new parking requirements as part of the ADU legislation. The new legislation applies primarily to dedicated lanes for buses and commuter rail transit.

Other provisions require the City to allow for more types of middle housing in residential zones, such as triplexes and fourplexes. Design review is also limited for middle housing similar to single family requirements.

Parking requirements also changed with the City allowed to require only one parking space for lots less than 6,000 square feet and two spaces for lots larger than 6,000 square feet. In areas where on-street parking is not available, the City could complete a transportation study to document that the provision should not apply in some areas of the City.

During the periodic update, staff and the Council will review the Capital Facilities Plan for an update in 2026 and 2027 accounting for all new provisions in state law for housing.

Moving forward, homeowner associations cannot prohibit implementation of the new requirements. Staff plans to review the new provisions to determine if the requirement is retroactive or applies only to new development.

New parking requirements for affordable and multifamily housing located within a quarter mile of a transit stop will affect two transit routes within the City by restricting parking spaces to one space per bedroom per unit. It is likely the market will continue to provide sufficient parking, but more parking would likely occur on adjacent streets that would need to be addressed by the City.

For seniors and individuals with a disability living within a quarter mile of a transit stop, the City is prohibited from imposing a parking requirement for bedrooms. The City can require parking requirements for staff and visitors. The provision would only affect the Capitol Boulevard corridor.

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New requirements for parking also affect market rate housing located within a quarter mile of a transit stop. The change will affect the City along Capitol Boulevard.

A major change affecting all permits issued by the City is a new requirement for timely completion of development review of a project requiring a more advanced permit tracking system to enable the City to pause a review process because documentation was not provided or additional time is necessary for completion of studies related to the development proposal. If the City does not complete the development review process within the required timeframe, the applicant is entitled to a refund of the permit application fee. Project proposals submitted to the City that are complete are not the issue; the new provisions will create issues for those development proposals received by the City with encumbered issues or lacking appropriate information.

Chair Althausen asked whether incomplete project applications submitted to the City would be subject to the timeline. Manager Medrud said those situations generally stop the clock; however, the problem is when a developer submits a stormwater report and as staff reviews the report discovers some outstanding issues to be resolved. It would be more difficult to argue that the application was not complete, which can create some timing issues associated with the mandatory turnaround time to complete the review process.

Chair Althausen asked whether an investment would be necessary for infrastructure technology to manage the timelines. Manager Medrud advised that the City is transitioning to a new system within the next several years; however, the new provisions would be effective prior to the City implementing the new tracking system.

Manager Medrud reported several religious sponsored housing bills require the City's review. One pertains to the exclusion of density bonuses for housing sponsored by a religious organization. The provision is currently not within the City's code. However, the new requirement must be included in the City's code. Another issue is a review of homeless encampment codes. If an encampment is sponsored by a religious organization, new rules apply.

New affordable housing legislation will require a review of the City's zoning density, SEPA categorical exemptions, and use of existing buildings for residential purposes. To accommodate housing targets, more multifamily units would be necessary to meet

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the income requirements resulting in more density development in the City. SEPA categorical exemptions are currently included in this year's work program. Staff delayed efforts as new legislation was passed. Staff is exploring the possibility of increasing categorical exemptions for residential projects in areas governed by sufficient environmental regulations.

Chair Althausen asked whether the provision exempts all housing within the UGA from SEPA review. Manager Medrud explained that the new legislation increases the level but does not exempt the use completely from SEPA review. If the requirements of SEPA are currently addressed in other City codes, the applicant could demonstrate that an additional SEPA review is unnecessary. The change does not result in the City losing environmental protection as most forms of environmental review have been enacted through other legislation and within the Growth Management Act.

Councilmember Cathey commented that the SEPA process associated with new development often provided a venue for the public to either oppose or support a project. The new requirements would likely entail some difficulty in explaining the change to the public. Manager Medrud said most of the public is aware of SEPA reviews. When the City increased SEPA review exemptions in 2017 and 2019, staff expanded the notice of application process so the public would be informed of pending projects and have the ability to provide comments. The intent of the proposed changes is removing a redundant process rather than an exemption from protections.

Manager Medrud reported another bill passed is the use of existing buildings for residential purposes by allowing for existing commercial, industrial, or institutional buildings to be converted to residential uses. Legislation allows for the reuse of the buildings at approximately 50% more than the maximum zoning density. The City would be unable to require additional parking for those units and any design standards would not be subject to the conversion of buildings to residential uses. The occurrence of conversion of existing uses in the City would be uncommon in the City other than the code must accommodate the legislation.

Councilmember Cathey asked about the potential of converting vacant office space in the City. Manager Medrud said staff has been approached by individuals interested in converting some properties in the City.

Chair Althausen asked whether the new requirements could be used as a tool for redevelopment of the brewery property. Manager

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Medrud affirmed that it could be applied but unlikely for existing buildings on the brewery property.

Manager Medrud cited clean energy changes. New legislation for siting clean energy infrastructure likely applies countywide rather than in the City. Climate change amendments will be reviewed as the new Climate Element is drafted. Some issues to address pertain to open space and green space. Critical areas amendments will be addressed as part of the periodic update, such as minor updates to the wetland code. Guidance has not been received from the Department of Commerce on Growth Management Act requirements to protect and enhance critical areas.

Staff is also updating the City's floodplain ordinance to meet current FEMA and Department of Ecology requirements. Department of Ecology representatives visited the City in the spring and conducted a community assistance visit to review all permits issued by the City. The representatives suggested some minor changes to the floodplain overlay codes to meet current FEMA requirements.

Some specific changes affect City impact fees for early learning facilities and completion of an impact fee study on the impacts of bicycle and pedestrian facilities for potential inclusion of some level of impact fee calculation to address those facilities.

Organic materials management applies to the handling of composting requiring some changes to the City's essential public facilities code.

Three City sponsored amendments reviewed by the Council and the Planning Commission over the last several years but deferred pertained to density bonuses. Staff is revising proposed changes to increase the ease in taking advantage of density bonuses.

General amendments as part of the update process are included as placeholders as staff reviews changes in legislation.

Preliminary discussions in 2022 surrounding inpatient substance abuse facilities locations will be included as part of the update process in terms of the location of the facilities and the potential of expanding locations dependent upon the proximity to transit and other factors.

Chair Althaus asked whether inpatient facilities are entitled to an expedited process because they are considered as essential public facilities. Manager Medrud said the use would not subject to an

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expedited process; however, under regulations for essential public facilities, facilities must be allowed in the City with locations established by the City and a review process that includes a conditional use permit. As part of the update, the review would focus on the potential expansion of the use in the City.

Chair Althausen referred to recent legislation allowing community facilities, such as a reentry facility for young people exiting the state's juvenile system. Manager Medrud responded that there are several new laws pending review by staff as part of the checklist.

Councilmember Cathey asked about new changes to wetlands. Manager Medrud said the City is required to update the development code and ensure critical areas codes are updated. The Department of Ecology is responsible for issuing guidance to jurisdictions on the regulation of wetlands. The City has kept pace with changes from the state for critical areas; however, some new changes in state guidance change how wetlands are typed, which will be captured as part of the amendments.

Councilmember Cathey inquired about the City's responsibility for wetlands on or near the Isabella Bush Park property. Manager Medrud explained that the state wetland code includes exemptions for ongoing agricultural use of properties allowing the continuation of farming even if impacts occur to wetlands. If the City pursues additional improvements to the park property, such as widening access or adding a parking lot, the action(s) would trigger the requirements in the City's code for protection of wetlands. If existing conditions were permitted under a previous permit, the City would not be required to retrofit the conditions to meet current code unless additional improvements are constructed on the property.

Manager Medrud said the Council has scheduled a work session on the general Comprehensive Plan and the update process. The committee's next briefing will focus on the Climate Element, a new requirement by the state and the Conservation Element addressing critical areas in the City as well as resource lands. Changes will also be introduced as part of the housing needs allocation process.

Councilmember Cathey asked about the status of endangered species and the specific codes addressing those issues. Manager Medrud advised that endangered species are addressed in the Conservation Element as well as habitat protection, prairie protection, and wetland complexes for the Oregon spotted frog. The last update did not address endangered species in 2016, as the listing was concurrent with the adoption of the element.

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Discussions encompassing all recent changes will be part of the Conservation Element briefing.

Councilmember Dahlhoff asked whether the update process includes a lessons learned discussion or some type of tracking mechanism to document different outcomes, complaints, or challenges that might have resulted in different outcomes. Manager Medrud said staff maintains a list of all comments received that are tracked over time. The intent is to ensure the update of the code improves processes and codes and is implemented easier; however, in practice, because of many moving parts, there may be unintended actions or consequences that often occur requiring continual adjustments to City codes.

Councilmember Cathey asked about the entity responsible for removing the checkered spot butterfly from the City's endangered species list within the HCP. Manager Medrud advised of a process completed earlier during as the plan was drafted to identify all potential species that could be covered within the HCP. Staff evaluated known locations of the species and the ability for the City to provide conservation. At that time, the count of endangered species was nearly 28 different species. The checkered spot butterfly was one of those species. As part of the process, a determination was rendered that within the City, the ability to identify habitat land and the ability to mitigate would be minimal. The Thurston County Habitat Conservation Plan addresses the species in its plan as the county has areas much more conducive as mitigation for the species. During the evaluation of species for protection within the plan, the evaluation considered whether the butterfly would benefit from improvements for the gopher by increasing native prairie land. Based on that analysis, sufficient improvements could be achieved for the species without including the species in the plan. The HCP includes species the City added to address and mitigation measures for those species. If impacts occur beyond the plan, the federal permitting system would apply.

**LETTER OF
COMMITMENT WITH
STATE DEPARTMENT OF
COMMERCE FOR 2025
COMPREHENSIVE PLAN
PERIODIC
UPDATE CLIMATE
PLANNING GRANT
APPLICATION:**

Manager Medrud reported the request is to forward the proposed application to the Council for consideration on the consent calendar during the October 17, 2023 meeting. The Department of Commerce released a number of grants to update comprehensive plans. The City received two grants with the second grant for middle housing. A component of the letter from the Mayor included in the application was a commitment to complete the work. The application is similar except the climate planning grant is the largest grant of \$500,000 enabling the City to create the plan and some implementation actions. As part of the application, a letter from the Mayor is required committing the City to complete

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the project.

MOTION:

Councilmember Dahlhoff moved, seconded by Councilmember Cathey, to recommend the City Council place on the October 17, 2023, City Council consent calendar authorization for the Mayor to sign the Letter of Commitment with the State Department of Commerce for 2025 Comprehensive Plan Periodic Update Climate Planning Grant Application. A voice vote approved the motion.

**THIRD AMENDMENT TO
THE PHASE 2 SERVICE
PROVIDER AGREEMENT
FOR THE BUSH PRAIRIE
HABITAT
CONSERVATION PLAN
(HCP):**

Manager Medrud requested the committee's consideration to recommend the City Council add the proposal to the consent calendar on October 17, 2023. The proposed amendment includes a component for environmental review for the HCP. The amendment preserves the grant received through the Washington Department of Fish and Wildlife in 2018 until staff can complete the environmental review. The proposed amendment lengthens the term of the service provider agreement from 2023 to the end of 2024 and aligns the amounts contained within the agreement with the current grant. With approval from WDFW, some funds were shifted from preparation of the HCP to environmental review. The service provider agreement requires an update to reflect those actions.

MOTION:

Councilmember Cathey moved, seconded by Councilmember Dahlhoff, to recommend that the City Council add the Third Amendment to Phase 2 Service Provider Agreement for the Bush Prairie Habitat Conservation Plan (HCP) to the consent agenda for approval at the Council's October 17, 2023 meeting. A voice vote approved the motion unanimously.

ADJOURNMENT:

With there being no further business, Chair Althausser adjourned the meeting at 8:59 a.m.

Prepared by Valerie L. Gow, Recording Secretary/President
Puget Sound Meeting Services, psmsoly@earthlink.net

TO: General Government Committee
FROM: Austin Ramirez, Economic Development Manager
DATE: December 13, 2023
SUBJECT: 2025 Comprehensive Plan Periodic Update – Economic Development

1) Recommended Action:

This is a discussion item about the Economic Development Plan for the 2025 Comprehensive Plan periodic update.

2) Background:

On a ten-year cycle, the City is required to conduct a Growth Management Act-required periodic review and update of its Comprehensive Plan and related development regulations. For the current cycle, the City is required to complete work on the periodic update by June 30, 2025. Work on the periodic update started last fall.

The updated Comprehensive Plan will address diversity, equity, and inclusion throughout the Plan. [2025 Comprehensive Plan Update | City of Tumwater, WA](#) contains links to guidance material and information about the update.

The intent of this briefing is to discuss the current version of the Economic Development Plan and seek guidance for its update.

3) Policy Support:

Strategic Priority: Build a Community Recognized for Quality, Compassion, and Humanity.

Economic Development Goal #1: Establish a development climate that stimulates economic activity and desirable investment.

Economic Development Goal #8: Encourage economic development that strengthens the Tumwater community.

4) Alternatives:

☐ None.

5) Fiscal Notes:

The periodic update is primarily an internally funded annual work program task. The City has filed an application for a Washington State Department of Commerce grant for \$125,000 to update the Transportation Plan and Economic Development Plan and is waiting to hear back edits to our proposed scope and budget. The City has been awarded a Washington State Department of Commerce grant for \$75,000 to address the new state middle housing requirements. The City has filed an application for a Washington State Department of

Commerce grant application for \$500,000 to support the development of a Climate Element and supporting implementation actions and is waiting to hear back edits to our proposed scope and budget.

6) Attachments:

- A. Staff Report
- B. Economic Development Plan, Amended 2019
- C. Presentation

MEMORANDUM

Date: December 13, 2023
 To: General Government Committee
 From: Austin Ramirez, Economic Development Manager



2025 Comprehensive Plan Update – Economic Development Plan

On a ten-year cycle, the City is required to conduct a Growth Management Act periodic update of its Comprehensive Plan and related development regulations. For the current cycle, the City is required to complete work on the periodic update by June 30, 2025. Work on the periodic update started last fall.

The updated Comprehensive Plan will address diversity, equity, and inclusion throughout the Plan and incorporate a large number of changes required by the state addressing housing, climate change, and other topics.

The intent of the General Government Committee meeting on Wednesday, December 13, 2023, is to start the discussion of the Economic Development Plan by discussing the state requirements and introducing the current version.

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1 – Growth Management Act – Economic Development Goal

The state Growth Management Act (Chapter 36.70A Revised Code of Washington (RCW)) requires that the City demonstrate that each Element in its Comprehensive Plan meets the relevant fifteen planning goals contained within the Act. The fifteen goals guide the development and adoption of the City’s Comprehensive Plan and development regulations.

The following is a summary of how the updated Economic Development Plan will meet the goal related to economic development. The economic development goal was updated by the state legislature in 2002.

- 5. **Economic development.** *Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.*

The Economic Development Plan has specific goals, strategies, and actions to ensure that economic development is a high priority of the City government. The Economic Development Plan, last updated in 2019, makes specific recommendations for economic development in Tumwater and will be updated as part of 2025 Comprehensive Plan update.

2 – Current Economic Development Plan

A – Background

The City’s Comprehensive Plan includes an Economic Development Plan that establishes local goals, strategies, and actions for economic growth and vitality and a high quality of life. While an Economic Development Plan is listed as mandatory in RCW 36.70A.070(7), it is actually

optional because funds have not been appropriated to help pay for preparing them, per RCW 36.70A.070(9).

Originally prepared in 2010 and updated in 2019, the Economic Development Plan of the Tumwater Comprehensive Plan was prepared in accordance with the requirements of the Growth Management Act, adopted Thurston County-Wide Planning Policies, and the Strategic Guidance from the City Council.

A summary of the goals and strategies of the current Economic Development Plan are found in Appendix B of the staff report. A complete list of all the sections of the Economic Development Plan is found in Appendix C of the staff report.

B – Structure

The Economic Development Plan of the Comprehensive Plan was last fully updated in 2019. The current Economic Development Plan consists of the following chapters:

- Planning For A Robust Economy
- Strategic Guidance
- Summary Of Analytic Findings
- Overview Of Tumwater's Economic Development Strategy
- How To Read This Plan
- Goals And Strategies

C – Link to Current Economic Development Plan

<https://www.ci.tumwater.wa.us/departments/community-development-department/tumwater-comprehensive-plan>

3 – Schedule

Phase 1 – Community Engagement (Summer 2023 – Fall 2023)

Staff are reviewing the goals, strategies, and actions in the existing Economic Development Plan and preparing a gap analysis. The community and stakeholders will be introduced to the periodic update process through a series of communications and asked to prioritize the Economic Development Plan's goals, strategies, and actions through a variety of media outreach methods, including surveys, utility inserts, open houses, informal meetings, presentations, and social media.

1) Gap Analysis

- To be completed by November 2023
- Process followed:
 1. Review the following in the current Economic Development Plan:
 - Goals, strategies, and actions
 - Technical information
 2. Using these materials:
 - Commerce Periodic Update Checklist
 - *Periodic Update Checklist for Fully Planning Cities* (Commerce, March 2023)
 - *A Guide to the Periodic Update Process Under the Growth Management Act – Fully-Planning Counties & Cities* (Commerce, 2022)
 3. Identify what needs to be updated or added to the following:
 - Goals, strategies, and actions
 - Technical information

2) Schedule

- Initial Community Outreach
 - Complete by Spring 2024
- Data Collection
 - Complete by Spring 2024
- Gap Analysis
 - Complete by November 2023
- Internal Coordination Meetings
 - Started September 2023
- General Comprehensive Plan Meetings
 1. Update Check In
 - Joint City Council – Planning Commission Meeting
 - December 12, 2023
- Initial Economic Development Plan Meetings – Goals, Strategies, and Actions
 1. Planning Commission Work Session
 - November 14, 2023

2. General Government Committee Briefing

- December 13, 2023

3) Specific Topics Addressed as Part of the Update

- Incorporate consideration of Diversity, Equity, and Inclusion throughout
 1. Environmental Justice
 - Special consideration for environmental justice in goals, strategies, and actions (E2SHB 1181)
- Comprehensive Plan Update
 1. General
 - Create a new format for the Comprehensive Plan that will be shorter, leaner, and more user friendly. The updated Comprehensive Plan will consist of shorter individual Elements and Plans with appendices that contain the required technical information.
 - Use the new Community Outreach Plan for the periodic update process.
 - Create a new Comprehensive Plan Goal and Policy Guide for use by staff and policymakers.
 - Create a new User Guide to the Comprehensive Plan.
 - Create a new Glossary for the Comprehensive Plan.
 - The County-Wide Planning Policies (2015) will not be revised for the 2025 periodic update.
 - Ensure that the updated Comprehensive Plan is internally consistent.
 - Ensure that all the Elements and Plans are consistent with County-Wide Planning Policies, the Growth Management Act, coordinated with the Plans of adjacent jurisdictions, individual Elements and Plans, and the future land use map.
 - Update all maps that are a part of the Comprehensive Plan.
 - Provide for a mutually agreeable Memorandum of Agreement between the City and tribes about collaboration and participation in the planning process unless otherwise agreed at the end of a mediation period.
 - Provide for consideration for preserving property rights. The City must evaluate proposed regulatory or administrative actions to assure that such actions do not result in an unconstitutional taking of private property
 - Update list of all adopted Plans.
 - Update City strategic priorities.

- Revise planning period to 2025 – 2045.
 - Update discussion of Growth Management Act goals.
 - Add references to the updated Shoreline Master Program (2019), Thurston Climate Mitigation Plan (2021), and Urban Forestry Management Plan (2021).
 - Simplify, reduce, and update goals, strategies, and actions.
2. Economic Development Plan
- Update the data workbook for the Plan.
 - Add new initiatives.
 - Remove completed initiatives, or those no longer relevant.
 - Gather feedback on draft Plan from economic development partner organizations including, but not limited to the: Thurston Economic Development Council, Tumwater Chamber of Commerce, and Thurston Chamber of Commerce.

Phase 2 – Plan Development (Winter 2024 – Fall 2024)

Feedback gathered through the community outreach process will be incorporated into the draft Economic Development Plan. Staff will present the drafts to the Planning Commission and General Government Committee as well as external and internal stakeholders and focus groups comprised of subject-area experts for review.

1) Community Outreach

- Intermediate Actions:
 - To be determined based on the results of Phase 1 and the Community Outreach Plan.

2) Schedule

- Continuing Community Outreach – January 2024 – June 2024
- Economic Development Plan Meetings
 - Planning Commission Work Sessions
 - May 14, 2024
 - July 23, 2024
 - General Government Committee Briefings
 - July 10, 2024

- Commerce Preliminary Review
 - Review of Comprehensive Plan Format
 - March 2024
- Complete Draft of Comprehensive Plan
 - All Elements, Maps, and Appendices
 - July 2024 – October 2024

Phase 3 – Legislative Process (Fall 2024 – June 30, 2025)

Staff will complete a draft version of the Comprehensive Plan during Phase III. Staff will present the draft to the Planning Commission and General Government Committee as well as external and internal stakeholders for review.

The Planning Commission will hold a number of work sessions to discuss the Comprehensive Plan and then conduct a public hearing to gather formal public comment on the draft Comprehensive Plan before developing findings of fact, conclusions, and recommendations that will be forwarded to City Council.

The City Council will hold a number of work sessions to discuss the Comprehensive Plan. The City Council will consider the recommendation forwarded by the Planning Commission.

The process will culminate in the adoption of an updated Comprehensive Plan by the Growth Management Act deadline of June 30, 2025.

1) Community Outreach

- Final Actions:
 - To be determined based on the results of Phase 2 and the Community Outreach Plan.

2) Schedule

- Commerce Review
 - Fall 2024 – Winter 2025
- Prepare Comprehensive Plan Update Ordinance
 - October 2024
- SEPA Review
 - November 2024 – December 2024
- Commerce Notice of Intent
 - November 2024 - December 2024

- Public Adoption Meetings
 1. Planning Commission
 - Briefing
 - November 26, 2024
 - Work Session
 - December 10, 2024 (Joint with City Council)
 - January 14, 2025
 - February 11, 2025
 - Public Hearing
 - February 25, 2025
 2. General Government Committee
 - Briefing for Comprehensive Plan Update Ordinance
 - March 12, 2025
 3. City Council Work Session
 - December 10, 2024 (Joint with Planning Commission)
 - April 15, 2025
 - May 27, 2025
 4. City Council
 - June 17, 2025
- Notice of Adoption
 1. Submit Notice of Adoption to Commerce
 2. June 30, 2025

Appendix A – Guidance

The State Department of Commerce has provided guidance specific to the periodic update on their Periodic Update webpage

<https://www.commerce.wa.gov/serving-communities/growth-management/periodic-update/>

www.commerce.wa.gov/serving-communities/growth-management/growth-management-topics

In addition, the Puget Sound Regional Council is conducting a series of workshops on a variety of topics related to the periodic update.

www.psrc.org/our-work/passport-2044-comprehensive-plan-workshop-series)


The Municipal Research Services Center has a Comprehensive Planning webpage.

<https://mrsc.org/getdoc/d7964de5-4821-4c4d-8284-488ec30f8605/Comprehensive-Planning.aspx>

Appendix B – Summary of Plan Goals and Strategies

 **Note:** Goals are not listed in order of priority.


Goal #1: Establish a development climate that stimulates economic activity and desirable investment

- A. Maintain ongoing dialogue with key constituencies to ensure a common understanding of the City's economic development Goals and development regulations
- B. Obtain regular feedback about the City's development regulations and processes
- C. Promote Tumwater as an attractive location for business investment
- D. Ensure a predictable and efficient experience for business owners and developers seeking to invest in Tumwater  **PRIORITY ITEM**

Goal #2: Retain and support existing businesses


- A. Communicate that existing businesses are valued and that the City will do what it can to retain them in the community
- B. Facilitate the development of clusters by convening and attracting complementary businesses
- C. Collaborate with partners to understand and seek to respond to the needs of the City's existing businesses
- D. Provide resources and programs to support Tumwater's small businesses
- E. Encourage the success of Tumwater's home-based businesses

Goal #3: Grow the City's light industrial and manufacturing sectors

- A. Communicate the continued importance of Tumwater's industrial employers and their economic impact in the community
- B. Understand and respond to the needs of industrial users
- C. Seek to utilize the transportation infrastructure in the City to support and grow its industrial and manufacturing sectors  **PRIORITY ITEM**
- D. Grow and promote Tumwater's clean energy and green business sectors
- E. Through partnerships, promote workforce development and education in order to ensure sufficient supply of workers and create opportunities for individuals
- F. Encourage businesses that support the City's dominant government cluster

Goal #4: Make strategic use of the brewery properties and surrounding Brewery District to strengthen the City's economic base


- A. Explore strategies to renovate the Old Brewhouse through grants, donations, and public/private partnerships for rehabilitation consistent with the New Market Historic District Master Plan and the Park, Recreation, and Open Space Plan


B. Implement the Brewery District Plan with public and private investment to revitalize the Brewery Neighborhood and take advantage of this remaining historic core to the City and valuable neighborhood asset  **PRIORITY ITEM**

C. Expand economic opportunity and activity in the Brewery District  **PRIORITY ITEM**

D. Create a stronger sense of place in the Brewery District by facilitating pedestrian access, establishing gathering places for residents, and fostering a distinct District identity

Goal #5: Develop the City's craft food and beverage sector

A. Develop a Center of Excellence around the City's craft food and beverage sector in partnership with local educational opportunities  **PRIORITY ITEM**

B. Grow the City's craft food and beverage sector to include producers, manufacturers, and markets  **PRIORITY ITEM**

C. Work to create distinctive brands and signage for areas of the City that are centers of the City's craft food and beverage sector

Goal #6: Work with the Port of Olympia to develop the New Market Industrial Campus and the Olympia Regional Airport

A. In partnership with the Port, facilitate commerce and productivity, as well the efficient movement of goods and provision of services  **PRIORITY ITEM**

B. Collaborate with the Port in the preparation and implementation of a Master Development Plan for the area


C. Embrace the Olympia Regional Airport as a Valuable Economic Asset

Goal #7: Solidify and advance the future of the Tumwater Town Center

A. Evaluate the feasibility of the established Tumwater Town Center vision for mixed-use development

B. In partnership with the Port, encourage development by establishing a non-binding master site plan for Port-owned properties within the Tumwater Town Center

C. Consider additional investments and incentives if necessary to encourage development in the medium- to long-term, such as transit centers in ideal locations

D. Treat Tumwater's office market as an economic development asset and a foundation to build upon in advancing the Tumwater Town Center  **PRIORITY ITEM**

Goal #8: Encourage economic development that strengthens the Tumwater community

A. Support multiple models of community-oriented development

B. Strengthen the identity and management of the City's business districts

C. Support the transformation of Capitol Boulevard by pursuing opportunities to implement the Capitol Boulevard Corridor Plan  **PRIORITY ITEM**

D. Implement the Littlerock Road Subarea Plan to encourage private development in the area

← **PRIORITY ITEM**

E. Consider a 93rd Avenue/I-5 Interchange Subarea Plan to help guide growth, transportation, and land use ← **PRIORITY ITEM**

F. Support the development of the Warehouse and Craft Districts and broader craft food and beverage growth opportunities as outlined under Goal #5

Goal #9: Strengthen Tumwater's image and advance the community as a regional destination

A. Strengthen community identity and promote a positive image

B. Promote Tumwater as an attractive residential location for office workers

C. Promote the region's attractions and strengthen Tumwater's tourism infrastructure

D. Recruit educational institutions to strengthen Tumwater's economic base and enhance the dynamism of the community

E. Recognize Interstate 5 as a valuable economic asset.

Appendix C – Structure of Current Version of the Plan

The Economic Development Plan of the Comprehensive Plan was last fully updated in 2019. The current Economic Development Plan consists of the following parts:

Planning For A Robust Economy

Planning Process

Strategic Guidance

City Of Tumwater Vision Statement

City Of Tumwater Mission Statement

City Of Tumwater Belief Statement

Summary Of Analytic Findings

Fiscal Baseline Assessment

Fiscal Analysis Background

Fiscal Analysis

Future Fiscal Considerations

Economic Development Profile

Basic Demographics

Housing

Household Income

Employment

Retail Market Analysis

Overview Of Tumwater's Economic Development Strategy

Direction From The Strategic Priorities And Goals

Strengthening Tumwater's Diverse Economy

Implementation Planning

Land Use Characteristics

Summary Of Plan Goals And Strategies

How To Read This Plan

Goals And Strategies

Goal #1: Establish A Development Climate That Stimulates Economic Activity And Desirable Investment

Tumwater's Development Opportunities

Goal #2: Retain And Support Existing Businesses

Goal #3: Grow The City's Light Industrial And Manufacturing Sectors

Goal #4: Make Strategic Use Of The Brewery Properties And Surrounding Brewery District To Strengthen The City's Economic Base

Goal #5: Develop The City's Craft Food And Beverage Sector

Goal #6: Work With The Port Of Olympia To Develop The New Market Industrial Campus And The Olympia Regional Airport

Goal #7: Solidify And Advance The Future Of The Tumwater Town Center

Goal #8: Encourage Economic Development That Strengthens The Tumwater Community

Goal #9: Strengthen Tumwater's Image And Advance The Community As A Regional Destination

City of Tumwater Economic Development Plan 2019

*Achieving a Diverse, Prosperous, and
Sustainable Economy*

Adopted July 20, 2010
Amended March 19, 2013
Amended December 3, 2019

Adopted into the Tumwater Comprehensive Plan as the Economic Development Element on October 5, 2010 by Ordinance No. O2010-013. Amended by Ordinance No. O2013-002 and Ordinance No. 2019-004.

Draft Economic Development Plan 2019

Adopted July 20, 2010, Amended March 19, 2013, and December 3, 2019

Mayor

Pete Kmet

City of Tumwater City Council

Joan Cathey, Mayor Pro Tem

Michael Althausen

Leatta Dahlhoff

Neil McClanahan

Tom Oliva

Debbie Sullivan

Eileen Swarthout

Planning Commission

Jessica Hausman, Chair

Meghan Sullivan Goldenberger, Vice Chair

Doty Catlin

Joel Hansen

Terry Kirkpatrick

Richard Manugian

Nam Duc Nguyen

Nancy Stevenson

Michael Tobias

City Administrator

John Doan

Project Staff

Michael Matlock, Community Development Director

Brad Medrud, Planning Manager

Department Directors

Heidi Behrends Cerniwey, Assistant City Administrator

Scott LaVielle, Fire Chief

Chuck Denney, Parks and Recreation Director

Jay Eaton, Public Works Director

Ursula Euler, Finance Director

Karen Kirkpatrick, City Attorney

Michael Matlock, Community Development Director

Jon Weiks, Police Chief

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Adopted July 20, 2010, Amended March 19, 2013, and December 3, 2019

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PLANNING FOR A ROBUST ECONOMY

The City Council adopted the Economic Development Plan on April 20, 2010, amended it in 2013 to address revisions to the Littlerock Road Subarea Plan, and updated it in 2019 based on the City Council's Strategic Priorities and Goals 2019 – 2024. This Plan establishes economic development as a high priority of the City government and articulates the following desired outcomes because of proactive economic development:

- Bring enough wealth and resources into the community to create opportunities for all residents
- Provide enhanced opportunities to shop, play, visit, and work in Tumwater
- Proactively and positively guide the development that the community will receive as the region grows
- Create a diverse and sustainable tax base to support the ongoing provision of City services for all residents
- Create a quality community with vibrant and safe neighborhoods
- Use the economic development process to provide equitable opportunity in entrepreneurship regardless of race and ethnicity, class, gender, sexual orientation, ability, culture, country of origin, age, or veteran status.

PLANNING PROCESS

The Council formed the Economic Development Advisory Committee in 2007 to advance the topic of economic development by drafting an Economic Development Plan.

The EDAC began meeting in November 2007 and finalized its recommended strategies in December 2009. The result of the Committee's work, a Recommended Draft Economic Development Plan, was reviewed by the Planning Commission in early 2010, revised, and then reviewed, revised, and adopted by the City Council in July 2010.

The Plan was subsequently amended in 2013 to reflect amendments to the Littlerock Road Subarea Plan. An update of the Plan was completed in 2019 based on the City Council's Strategic Priorities and Goals 2019 – 2024. The 2019 update took into account the progress the City has made in addressing the Goals and Strategies of the 2010 Plan, including completing the Brewery District and Capitol Boulevard Corridor Subarea Plans, transferring the old Brewery Tower to the City, as well as completing Phase 1 of the Bush Prairie Habitat Conservation Plan.

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The 2019 update also addressed some new initiatives that have started since the 2010 Plan was completed, such as the City's focus on branding, working in the Innovation Partnership Zone in the Craft Brewing and Distilling industry cluster, and creating opportunities for small brewing, distilling, food preparation, and personal care product preparation in the Warehouse and Craft Districts.

Important changes also occurred with annexations that almost doubled the City in size due to the annexation of both the eastern and western urban growth areas. The 2019 Plan update also addressed a fundamental change in commercial markets: the market realities of a shrinking "brick & mortar" trend and an expanding online retail sector with accompanying change in taxable revenue and the start of the shift in focus from green field development to redevelopment in the City as larger sites are built out. The update also reflected the currently booming Puget Sound economy, rising housing costs, and the City's interest in promoting brewing, distilling, and craft food industries.

Analytic Inputs to the 2010 Economic Development Planning Process

The following analytic components were considered during the creation of the City's economic development strategy in 2010.

- **Economic and Demographic Profile** – baseline information about Tumwater's demographics, economy, and market position
 - **Baseline Fiscal Analysis** – forecasts of the City's future financial position
 - **Fiscal Implications of Land Use Alternatives Memorandum** – comparison between the relative fiscal impacts of various development types for the City
 - **Comparative Retail Tax Base Composition Analysis** – illustrating the relative contributions of different industries to Tumwater and comparable cities' retail tax base
 - **Community Open House Summary** – feedback provided by community stakeholders who attended this event
 - **Stakeholder Interview Summary** – interviews with 14 community stakeholders
 - **Economic Development Preferences Survey** – a statistically significant survey of Tumwater Residents on economic development and fiscal issues
-

Analytic Inputs to the 2019 Economic Development Plan Update Process

As part of the update of this Plan in 2019, the following additional inputs were used:

- **Economic and Demographic Profile** – updated baseline information about Tumwater's demographics, housing, economy, and industries

- **Baseline Fiscal Analysis** – forecasts of the City's future financial position

STRATEGIC GUIDANCE

CITY OF TUMWATER VISION STATEMENT

Tumwater of the future will be people-oriented and highly livable, with a strong economy, dynamic places, vibrant neighborhoods, a healthy natural environment, diverse and engaged residents, and a living connection to its history.

CITY OF TUMWATER MISSION STATEMENT

In active partnership with our citizens, we provide courageous leadership and essential municipal services to cultivate a prosperous economy, a healthy natural environment, vibrant neighborhoods, and a supportive social fabric.

CITY OF TUMWATER BELIEF STATEMENT

We Believe in **P-E-O-P-L-E**:

People. We respect the diverse citizenry that makes up the social fabric of our community and strive to meet the needs of all citizens. We value and seek to strengthen our vibrant neighborhoods, which are cornerstones of civic life and community identity. As we pursue our goals and the long-term sustainability of the City organization, we value the contributions of our staff, support their continued personal and professional growth, and act to retain their expertise for the good of the community.

Excellence. We strive for excellence and integrity in providing City services. By providing quality services, being responsible and efficient stewards of public resources, and empowering employees to achieve excellence, we continue to build public trust and encourage civic involvement. We know that excellence does not have to come at the price of our sense of community or our small city character.

Opportunity. We seize opportunities to improve our community's social, environmental, and economic well-being. We endeavor to realize positive opportunities in adverse situations and periods of change.

Partnership. We work collaboratively with citizens, businesses, and community organizations. We also actively partner with other jurisdictions to address regional, state, and even broader issues.

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Learning. We are a learning organization that tries to benefit from past experience, foresight, and innovation to seek new ways to enhance the community and improve City operations and services.

Environment. We act to preserve and enhance the natural environment and the social fabric of our community.

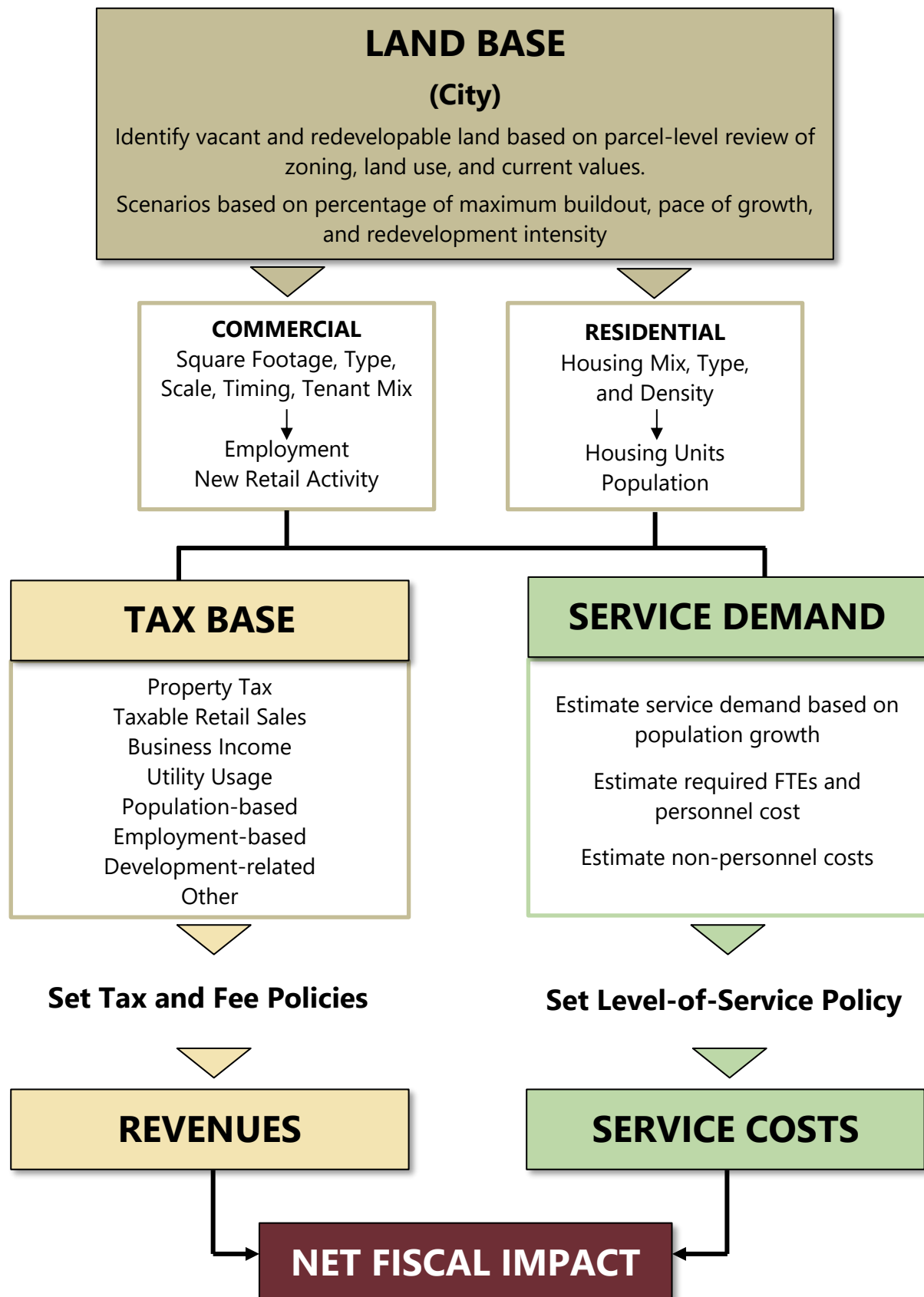
SUMMARY OF ANALYTIC FINDINGS

In creating this Plan, a broad array of analytic inputs was considered. This section presents a brief summary of key analytic findings. A comprehensive compilation of all such inputs is presented in a separate volume in this Plan's **Technical Appendix**.

FISCAL BASELINE ASSESSMENT

The City's long-term fiscal sustainability challenge is to balance land use, fiscal policies, and effective delivery of municipal services. Cities in Washington State face particular challenges in achieving fiscal sustainability given statutory limitations on property tax revenues. As shown in the diagram on the next page, factors affected by each community's land base such as population, employment, and commercial activity drive both demand for City services and the underlying tax base that provides the revenues needed to provide these services.

As a starting point for this economic development planning process, a baseline fiscal analysis was conducted in 2018 to evaluate the City's overall financial health in the coming years. The analysis examined how Tumwater has performed financially over the past decade, relative to peer cities, and the ways economic development activities have affected the City's financial vitality over the past decade. It also offered recommendations for integrating economic development and fiscal planning in the future.



Fiscal Analysis Background

2010 Fiscal Analysis Summary

The 2010 Economic Development Plan placed substantial emphasis on an agenda aimed to generate clear fiscal benefits. It is important to note that the Plan was developed from 2008 to 2010 during a significant recessionary period that showed dramatic decline in the pace of construction, property value increase, business growth, and sales tax revenue; a period that follows directly on the heels of a decade of unprecedented construction growth. The first option listed in the 2010 Plan to address tight municipal budgets was to “pursue economic development, increasing the City’s tax base through retail or employment growth.”

The Plan identified annexation as a pivotal tool both for economic development and fiscal sustainability, a strategy implemented in recent years. Analysis conducted in 2010 projected City revenues with and without annexation. Revenues were forecast by major tax and fee source. Expense projections distinguished between personnel and other operating costs.

A community survey (2008) that accompanied the Plan showed concern about the prior pace of growth, limited support for general tax increases, and a desire to use economic development as the primary tool to support services. However, there does not appear to have been any forecast of revenues and expenses with or in the absence of any specific strategic economic development program¹.

2018 Fiscal Analysis Updated Approach

The 2018 fiscal analysis included a look at the City’s-specific revenues/expenses, and a 2016 comparison to peer communities in Washington State (similar populations, revenue structures), which compared revenues and expenses for 2016 and over the last decade (2006-16), as 2018 data was not available for other cities. Comparative data for cities across Washington was available from the Washington State Auditor, Local Government Financial Reporting System (aka Budgeting Accounting and Reporting System or BARS). For comparative purposes, analysis focused on General Fund Revenues and Expenditures, which provided the most “apples-to-apples” measurement indicators. Equally important, the General Fund is the most “flexible” fund source for cities, where policy decisions can impact how much to invest in core and discretionary services.

Because each city had a different population base and resident populations have changed over the last decade; this review standardized the revenue and expense comparison by

¹ Since the adoption of 2010 Plan, the City has prepared a 5-year financial plan as preparation for the biennial budget development.

illustrating the comparative mixes of local jurisdiction revenues and expenses as a percentage of the total. While this approach sought to find the closest comparable cities, there was no ideal way to compare communities given variations in nighttime and employment population, services offered, revenue structure, and presence of special districts.

Fiscal Analysis

Revenues – Tumwater

Note: To normalize data for Tumwater and all peer cities, the following charts and analysis omit the years 2007 and 2015 for which data was not reported by all cities. The omissions did not significantly affect trends analysis.

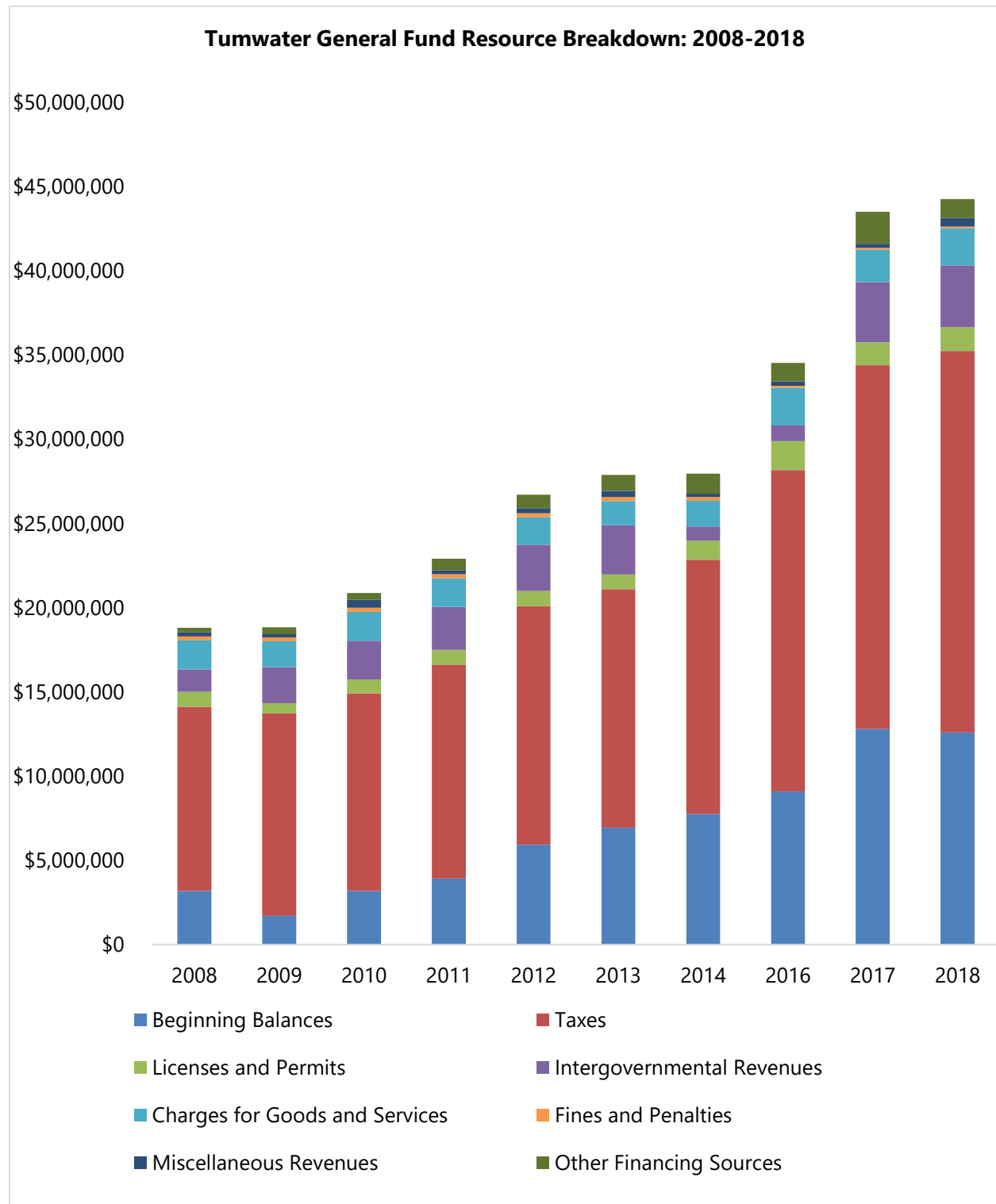
As shown in the charts on the following page, the City has experienced considerable General Fund revenue growth over the past decade, with the single largest year-over-year growth occurring in 2017. Notable characteristics in this growth period included:

- A diversifying revenue portfolio – while taxes remain the primary general fund revenue engine, today, just 55% of the City's general fund revenue comes from taxes, compared to 61% a decade ago. Revenue growth has been strongest in "taxes" and "beginning balances." Strong beginning balances reflect a strong fiscal management and/or strong revenue growth in prior years.
- License/permit revenue has climbed steadily following the recession, albeit at a much smaller scale.
- Intergovernmental revenue climbed steadily from 2006-2012, but has dropped significantly as a total portion of revenue since.
- In 2018, total sales tax revenue for the City was \$7,216,442. Ten businesses paid 43% of the total sales tax revenue in 2018. Those ten businesses included eight retailers.
- From March 2018 to February 2019, 9% of the City's sales tax revenue came from construction sales tax.
- In 2018, the top ten consumers of City of Tumwater water represented 29% of the total water consumption.
- In 2019, the total property tax levy in the City is \$9,499,678.30. The top ten property tax payers will pay 14.15% of the levy, while the top twenty property tax payers will pay 18.6% of the levy.

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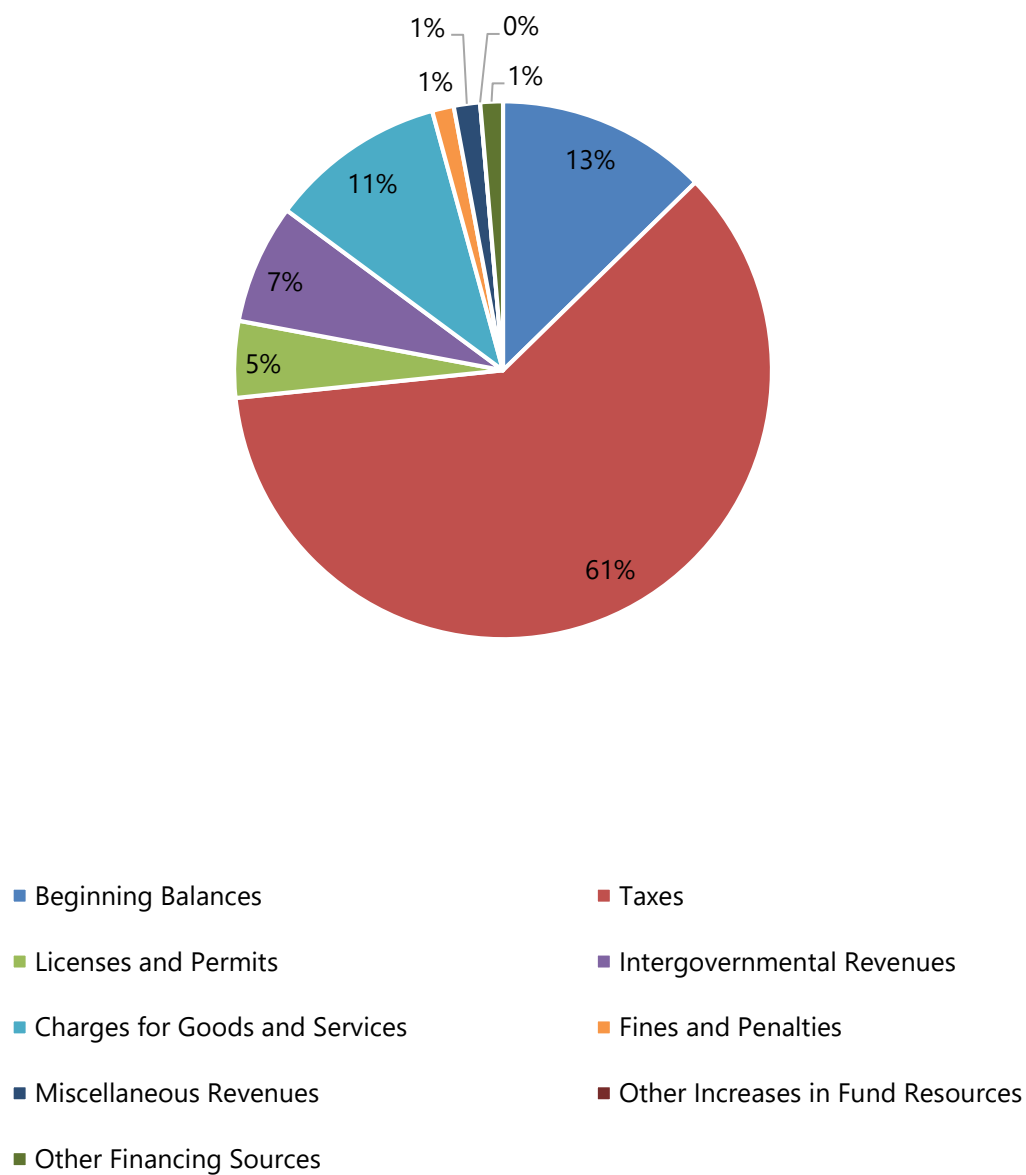
- In 2018, the top ten businesses paid 47% of the total business and occupation tax.



Source: City of Tumwater and J Robertson and Company, 2018

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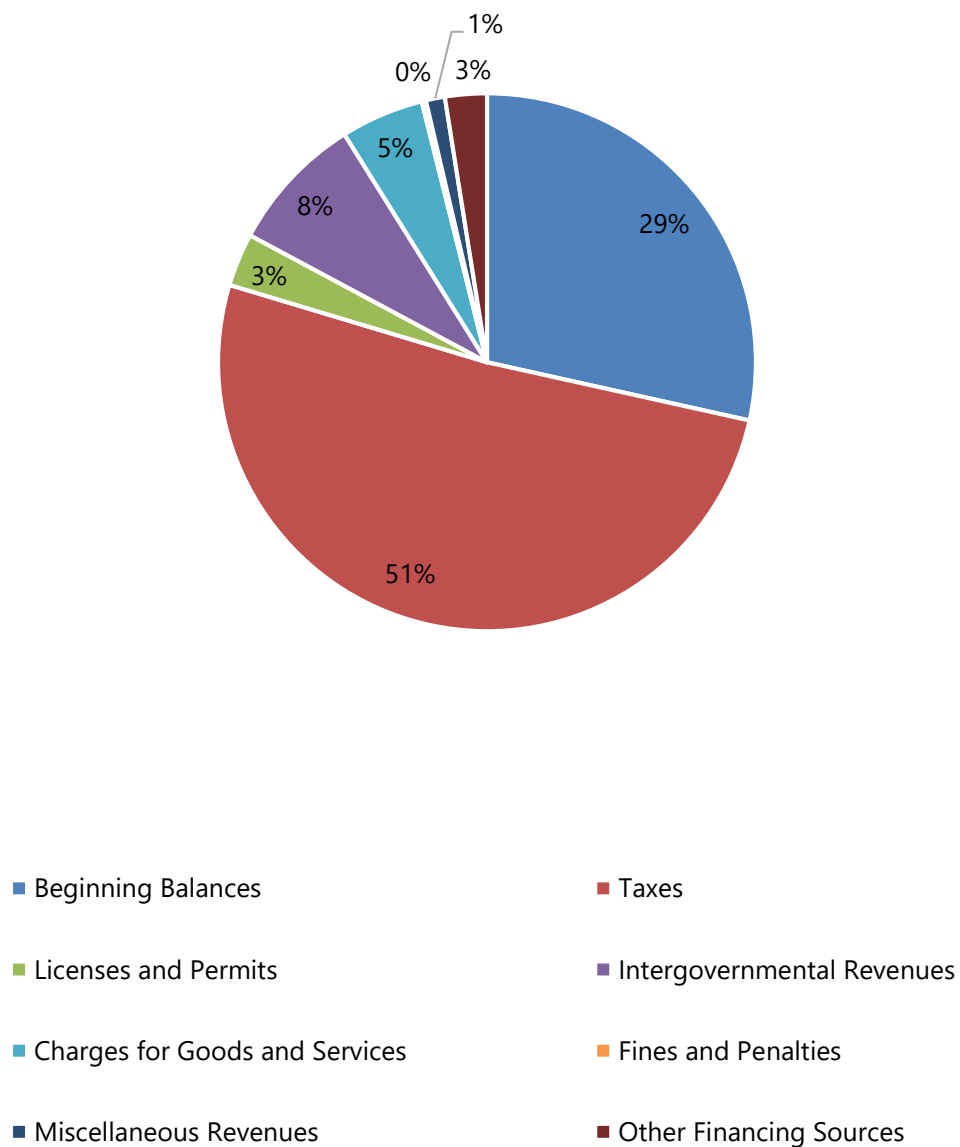
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Tumwater General Fund Resource Breakdown: 2006 (\$16.7 M)

Source: City of Tumwater and J Robertson and Company, 2018

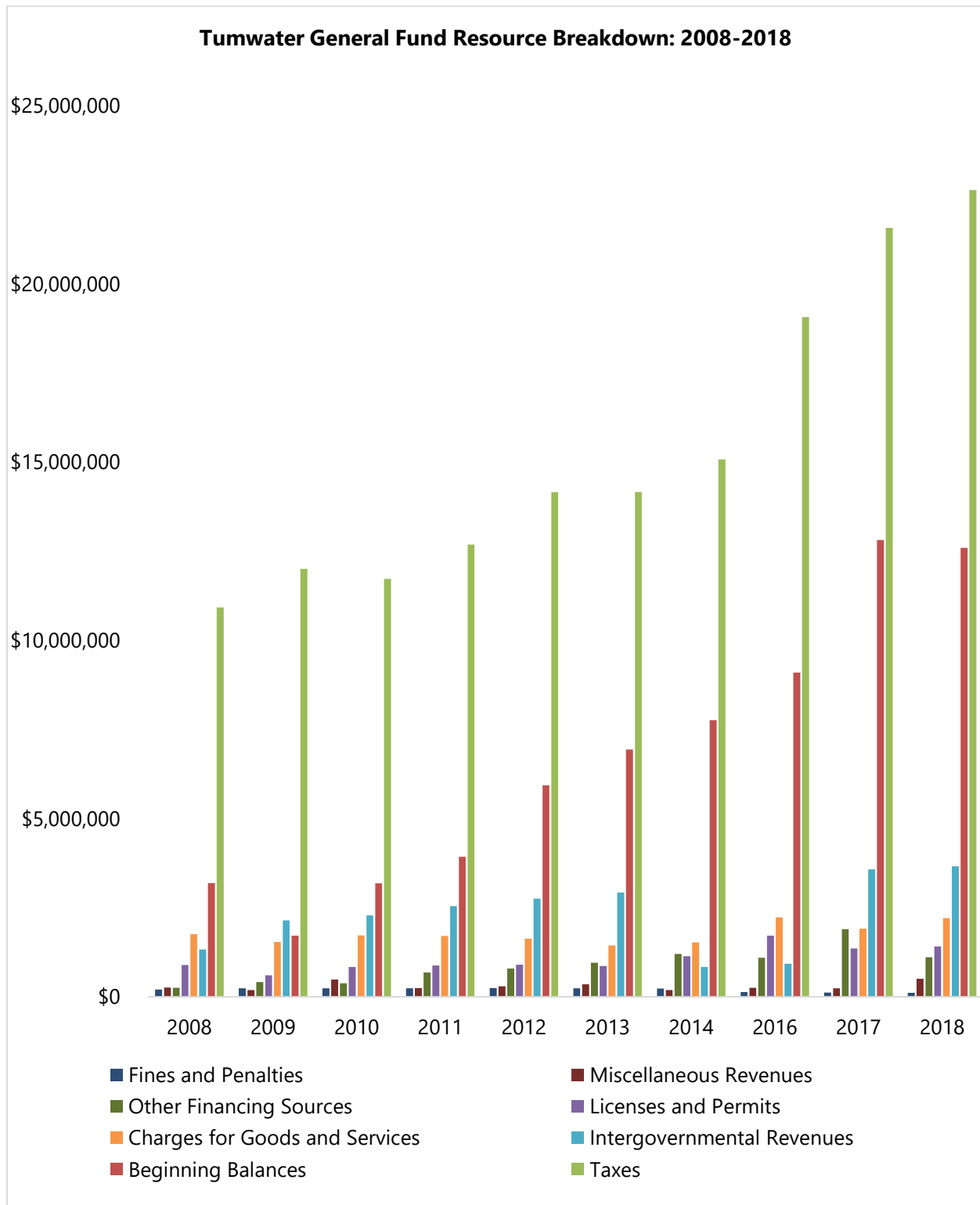
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Tumwater General Fund Resource Breakdown: 2018 (\$44.2 M)*Source: City of Tumwater and J Robertson and Company, 2018*

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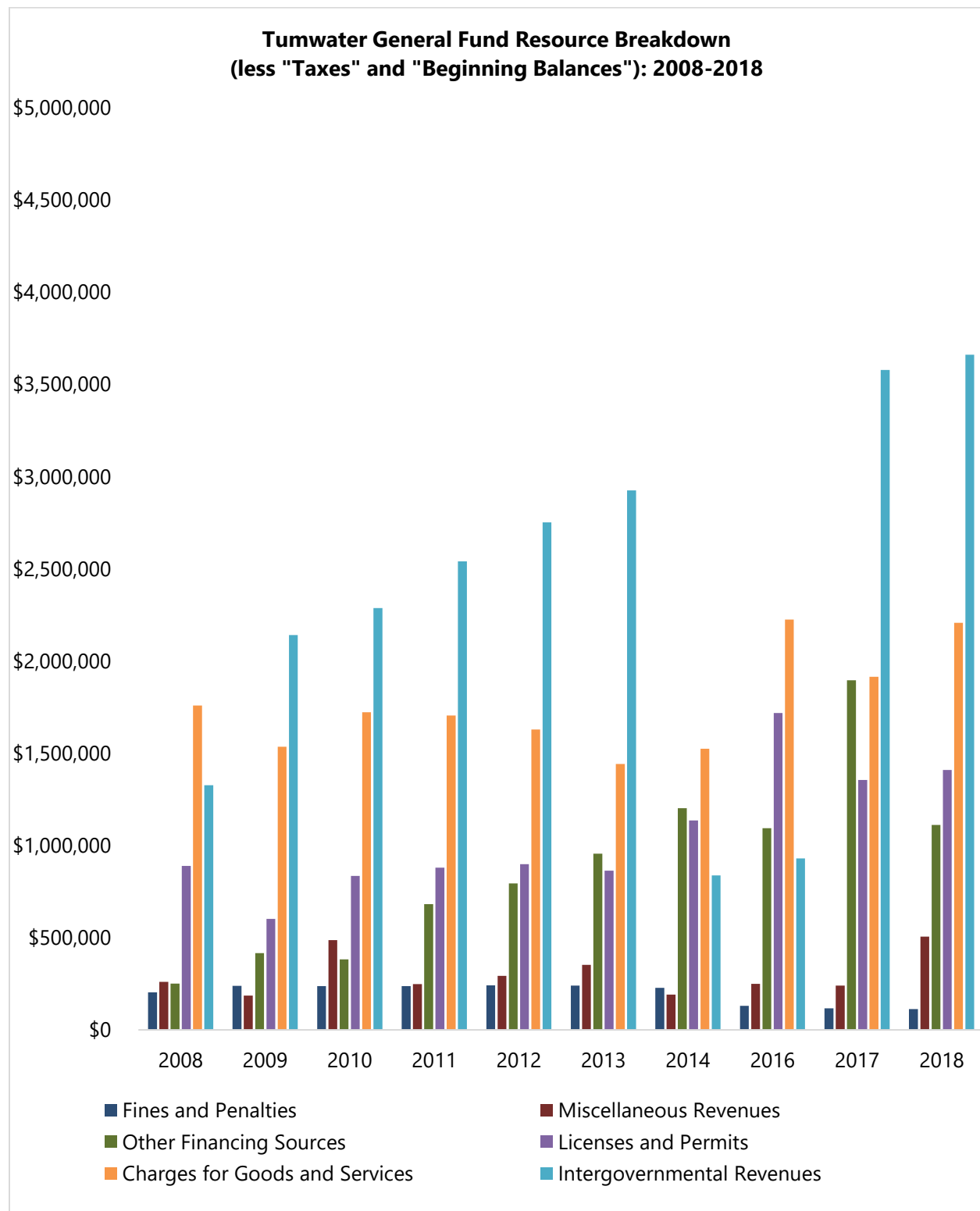
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Source: City of Tumwater and J Robertson and Company, 2018

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Source: City of Tumwater and J Robertson and Company, 2018

Peer City Overview

The peer cities review was aimed at addressing the question:

How has the City fared from a financial perspective – currently and over the last decade, relative to similar communities?

Five cities were selected as peer communities for revenue/expense comparisons in consultation with City staff.

Peer City Populations, 2006-2016

City	Population (2016)	Annual Growth Rate (2006-16)
Tumwater	23,040	5.4%
Arlington	21,620	3.3%
Camas	21,810	2.5%
Covington	18,750	0.8%
Marysville	64,940	6.7%
Snoqualmie	13,110	5.3%

Source: U.S. Census and Washington State Office of Financial Management (OFM), 2016

All selected cities were in the Puget Sound region –Tumwater south, Arlington north, and Snoqualmie east. Except for Marysville, peer cities were similar or slightly smaller in population than Tumwater.

With just over 23,000 residents as of 2016 and 23,830 residents as of 2018, Tumwater's population has also grown fairly-rapidly over the decade, increasing at an average rate of 5.4% per year. Much of this growth is due to annexation, notably in 2008 and 2016. Of the 9,500 residents added to Tumwater's population from 2006-16, approximately 5,900 of the new population (62%) occurred as the result of annexation. In the absence of annexation, the population growth rate would be adjusted down from 5.4% to about 2.4% per year.

Of the six comparison cities, Tumwater was the second largest in terms of population. Tumwater also was the second fastest growing community – behind Marysville and just ahead of Snoqualmie based on average annual population growth rate, including annexations.

Camas was most like Tumwater in that it offers full municipal services including water and sewer. It also operates a solid waste utility and operates a library, unlike Tumwater, which provides a library building operated by a special district. Marysville was significantly

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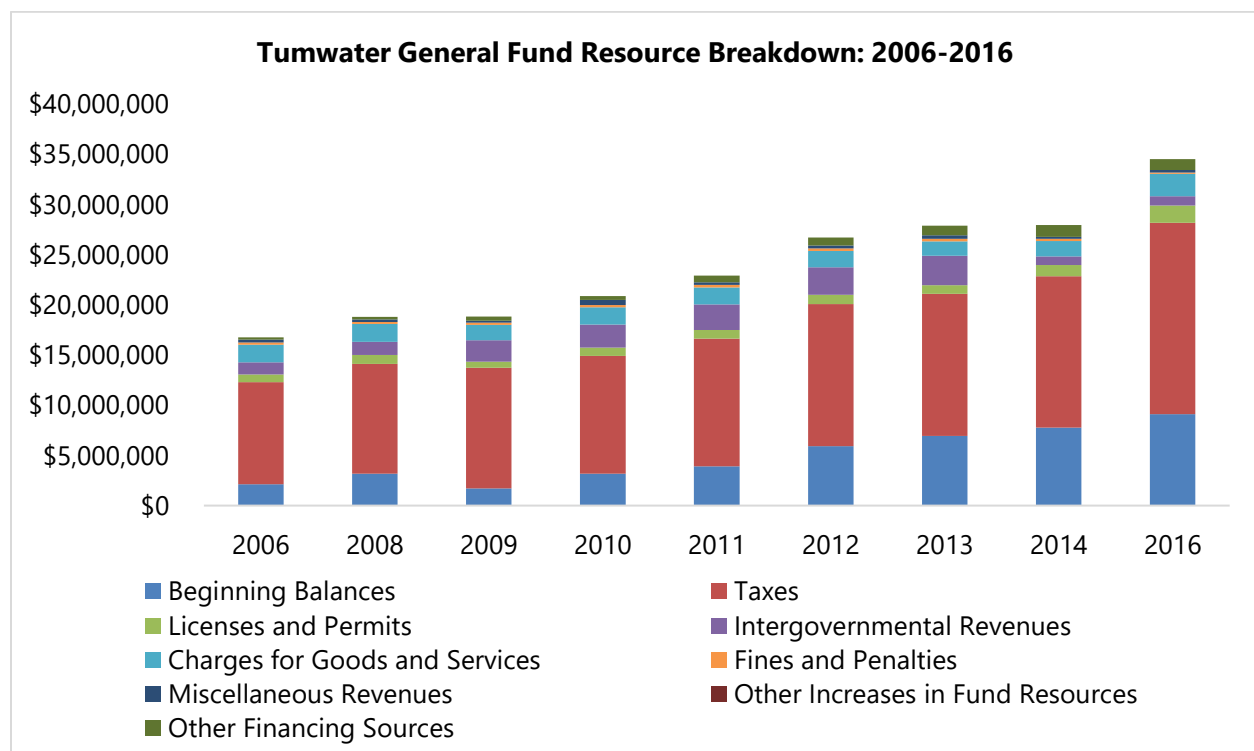
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larger, but offered the full suite of services, along with a solid waste utility. Arlington and Snoqualmie were similar in services offered. Covington was least like Tumwater in that it is a newer city and had no Fire Department, provided law enforcement by contract, had no library, and no water or sanitary sewer utilities. It also operated an aquatic center.

Revenues – Peer City Comparison

The following provided a **time-trend** overview of peer city revenues from 2006-16. Observations of note:

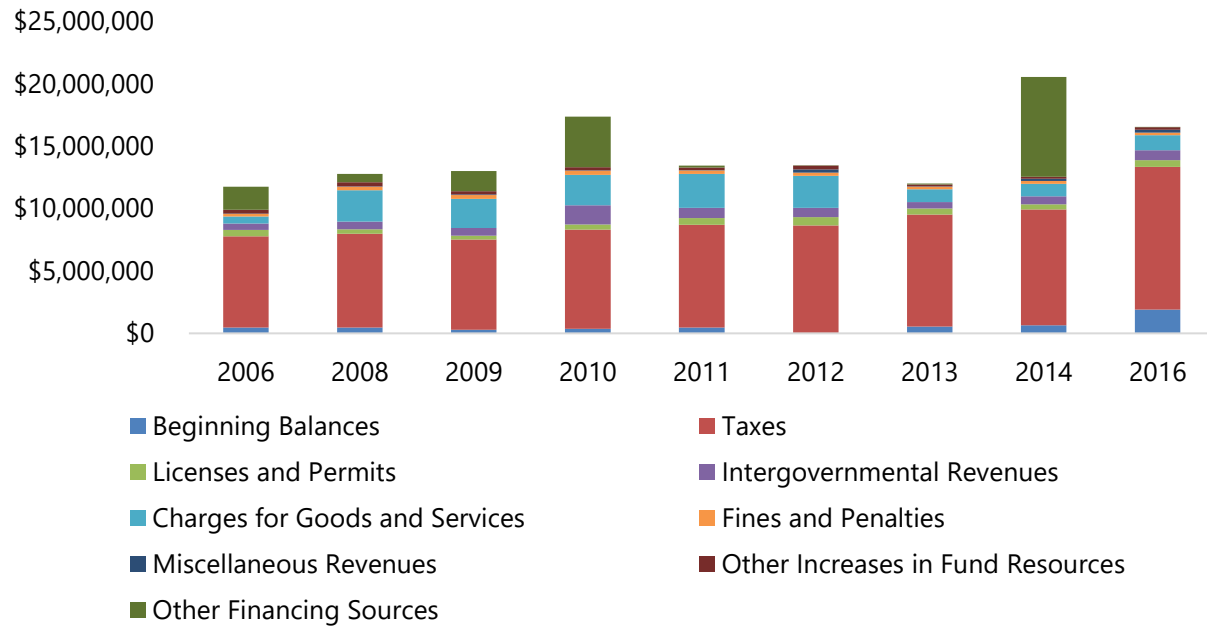
- Half of the cities reported multiple years with no, or very little beginning balances. Tumwater, Marysville, and Snoqualmie have grown beginning balances, even amidst economic downturn. In Tumwater, beginning balances are essentially “savings accounts” with already-identified future uses, such as deferred maintenance, infrastructure improvements, and emergency reserve purposes.
- Camas and Tumwater were the only cities without large infusions of “other financing sources” in one or more years (e.g. bonds or borrowing to finance general fund projects). See Arlington, as an example, in 2010, 2014.
- Until recently, intergovernmental revenues were proportionally larger in Tumwater than peer cities.



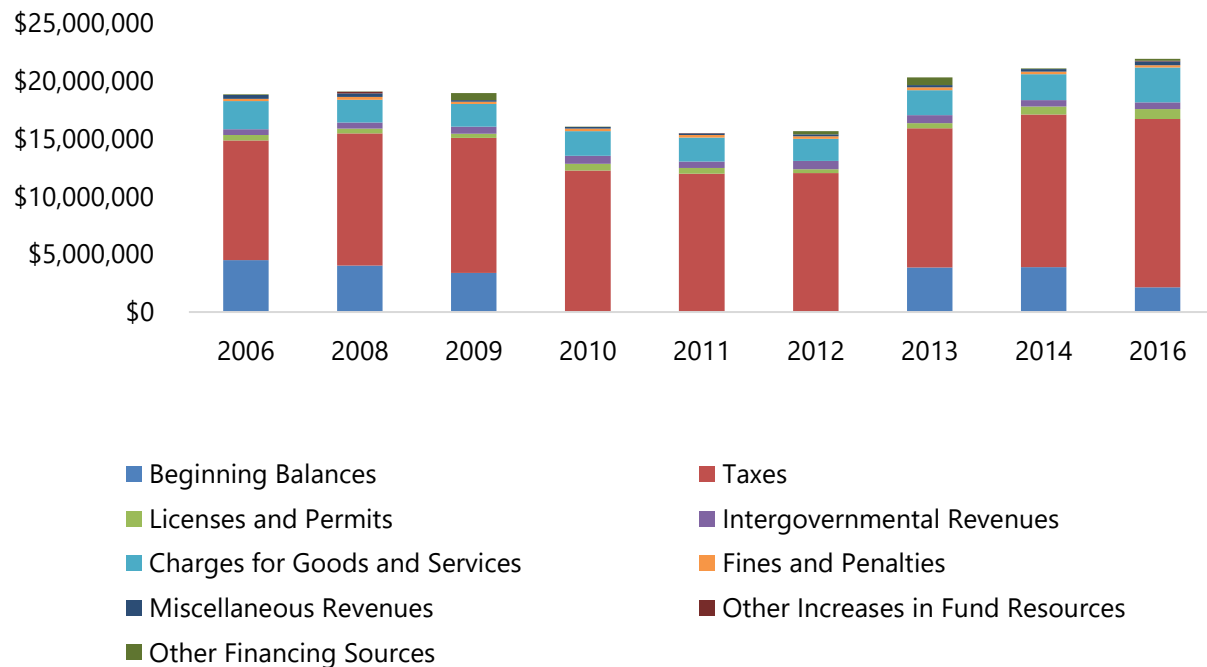
Source: City of Tumwater and J Robertson and Company, 2016

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Arlington General Fund Resource Breakdown: 2006-2016

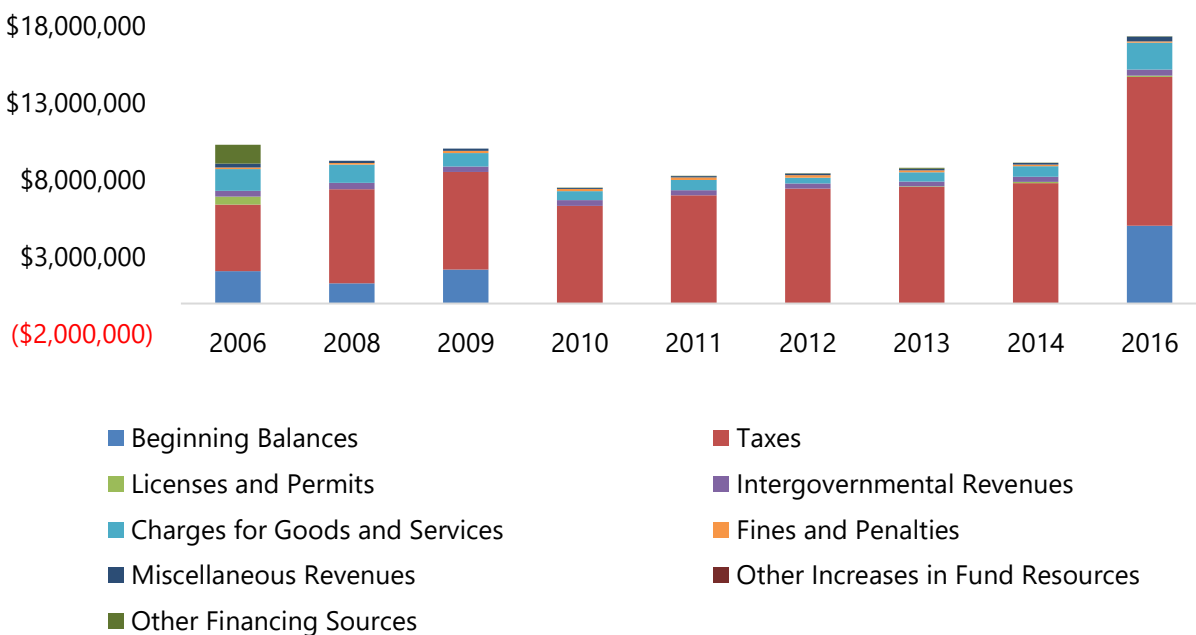
Source: City of Tumwater and J Robertson and Company, 2016

Camas General Fund Resource Breakdown: 2006-2016

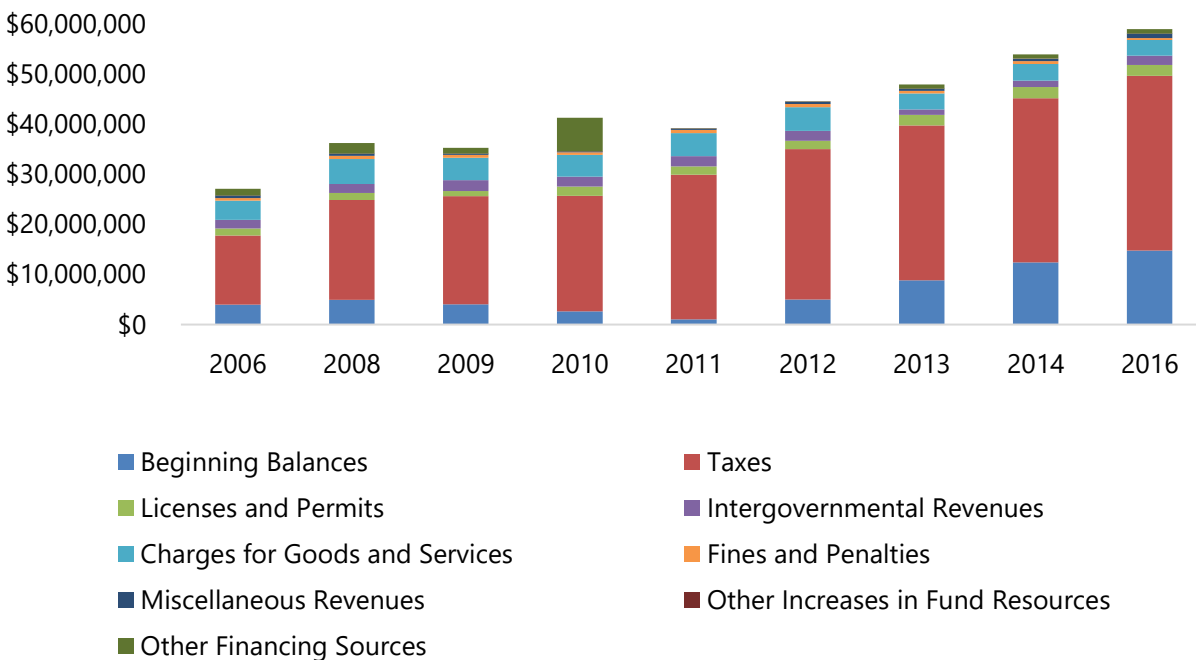
Source: City of Tumwater and J Robertson and Company, 2016

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Covington General Fund Resource Break Down: 2006-2016

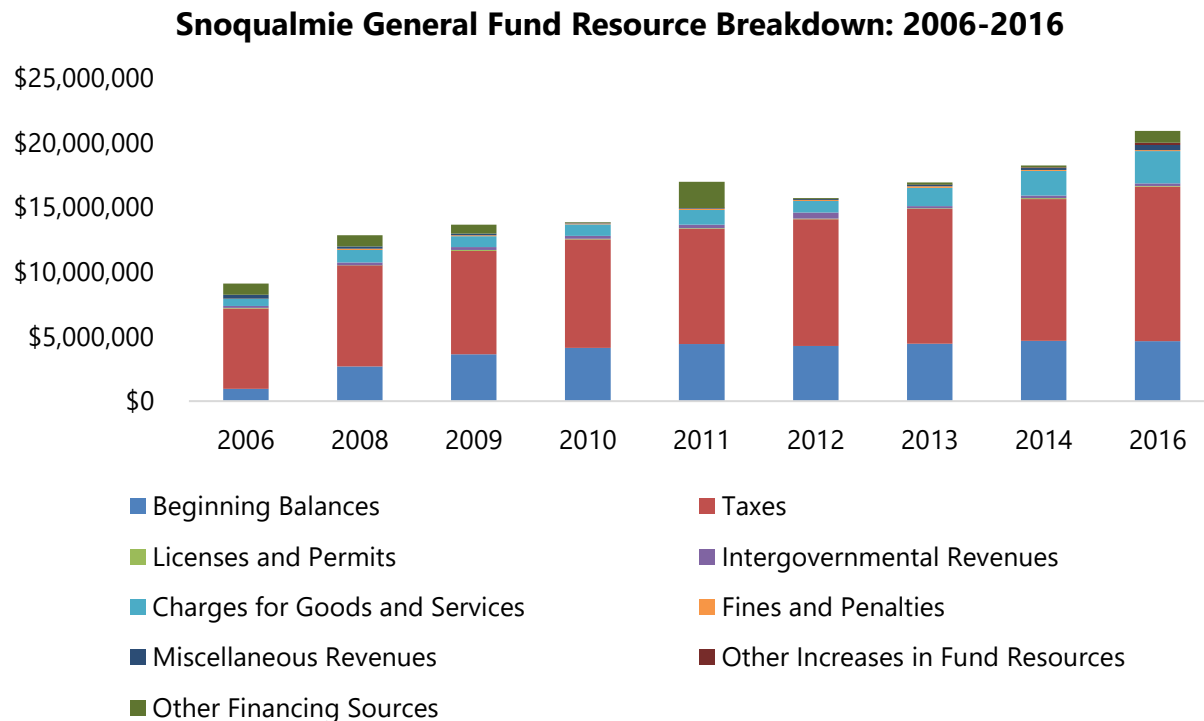
Source: City of Tumwater and J Robertson and Company, 2016

Marysville General Fund Resource Breakdown: 2006-2016

Source: City of Tumwater and J Robertson and Company, 2016

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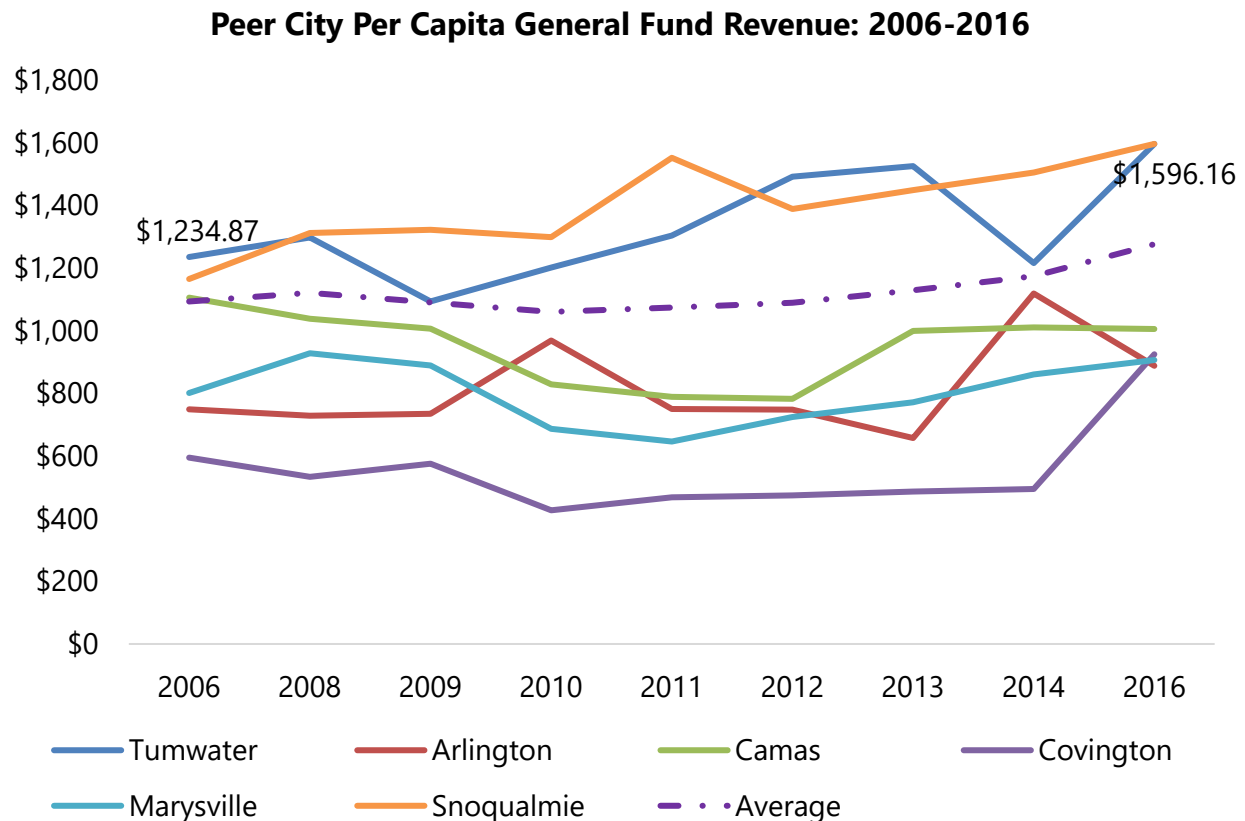


Source: City of Tumwater and J Robertson and Company, 2016

Another way to assess relative performance is via **per-capita revenues**. The following graph shows how Tumwater stacks-up in the General Fund versus the peer communities. Tumwater has remained at or above average per capita revenues for the peer city cohort over the past decade. This is likely attributable to a high daytime workforce population and higher than normal per capita sales tax performance given the City's regional spending capture rate.

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Source: City of Tumwater and J Robertson and Company, 2016

Expenditures - Tumwater

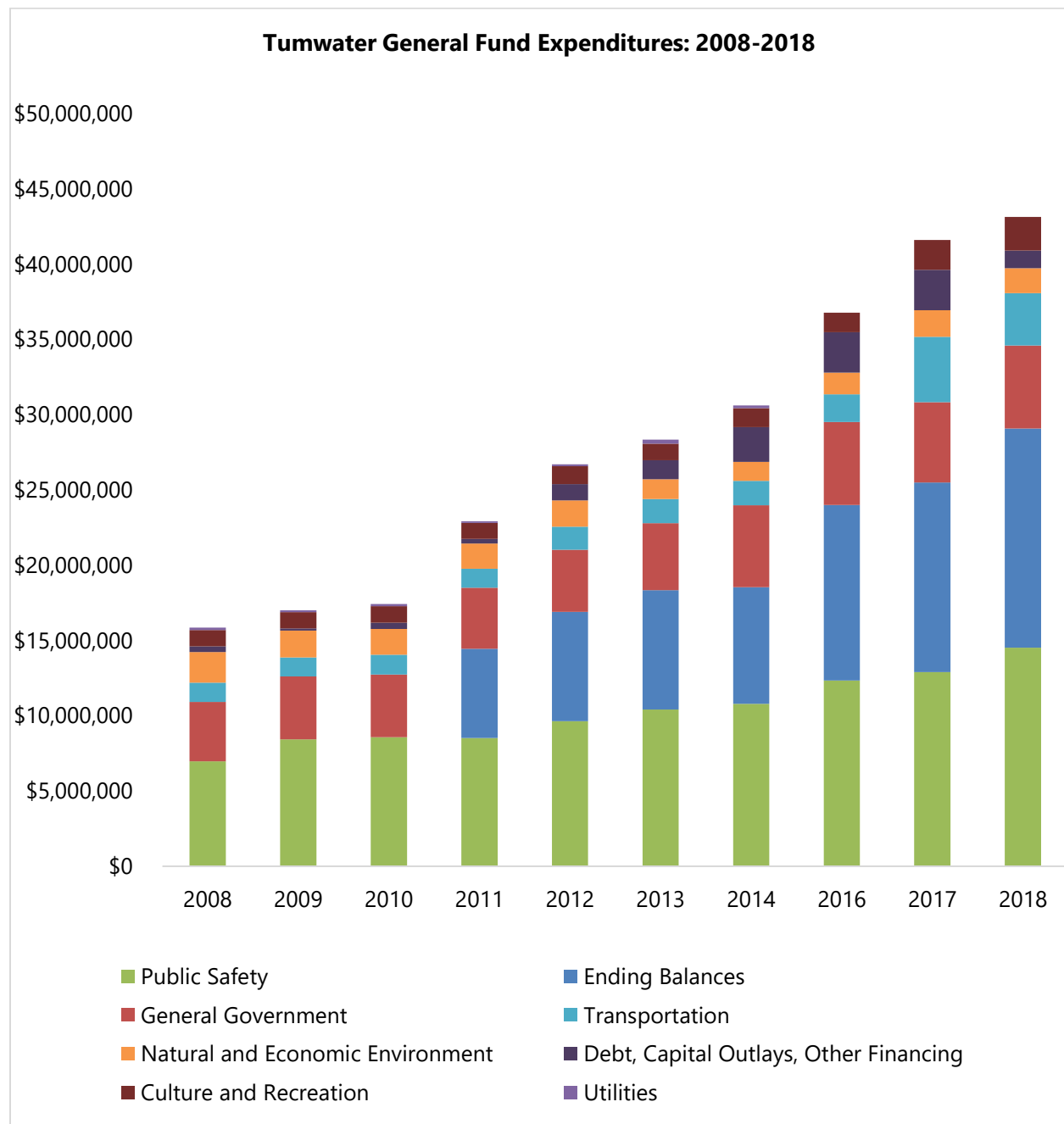
The City's general fund expenditures have grown over the past decade, although at a smaller clip than revenue. In three of the past five years, the City has been able to contribute to several reserves that fund facility maintenance and emergencies. The single largest expenditure remains public safety followed by general government. Other notable trends include:

- Spending in the natural and environmental category had dropped slightly and increased almost commensurately in culture and recreation, although these areas sometimes overlap.
- The beginning balance increase in 2016 has reduced, by default, the proportion of spending directed to general government and public safety seen in prior years.

Debt, capital outlays and other financing has steadily increased as a percentage of the City's expenditure portfolio since 2012. This primarily reflects increased spending on fire vehicles and the police station. Transportation spending has also grown at a slower pace.

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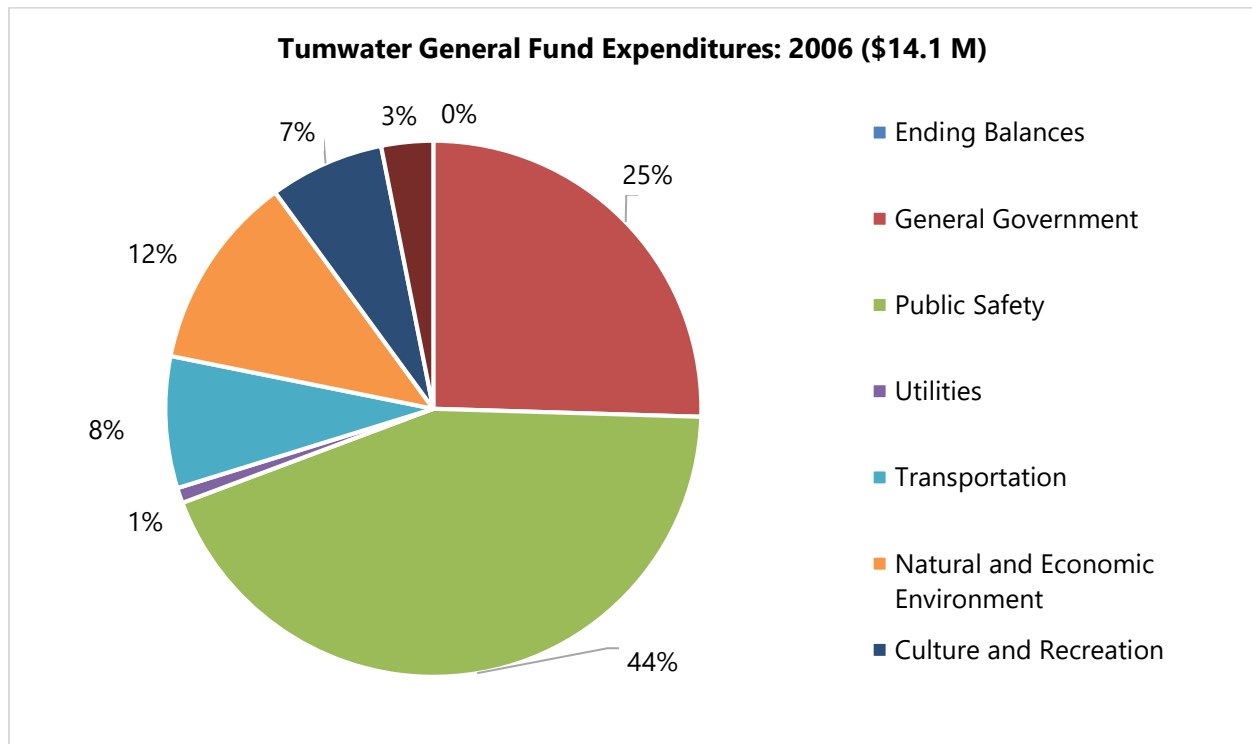
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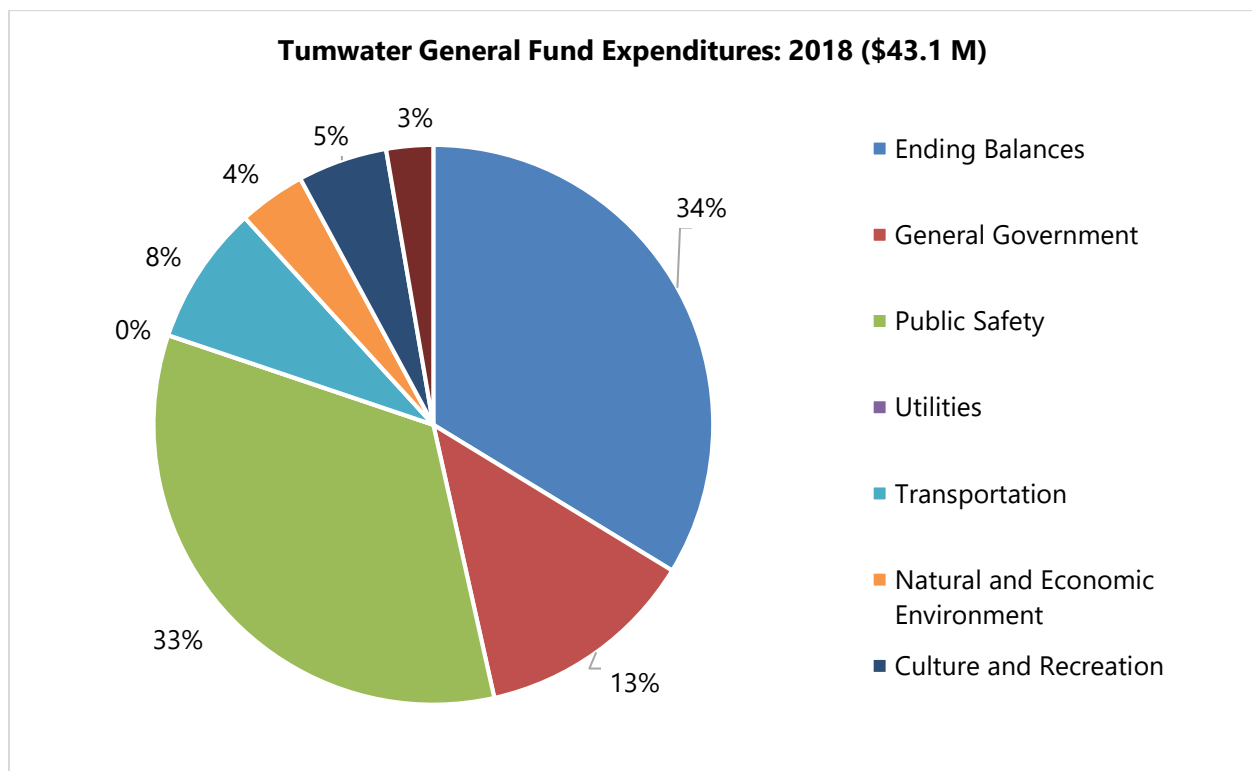
Source: City of Tumwater and J Robertson and Company, 2018

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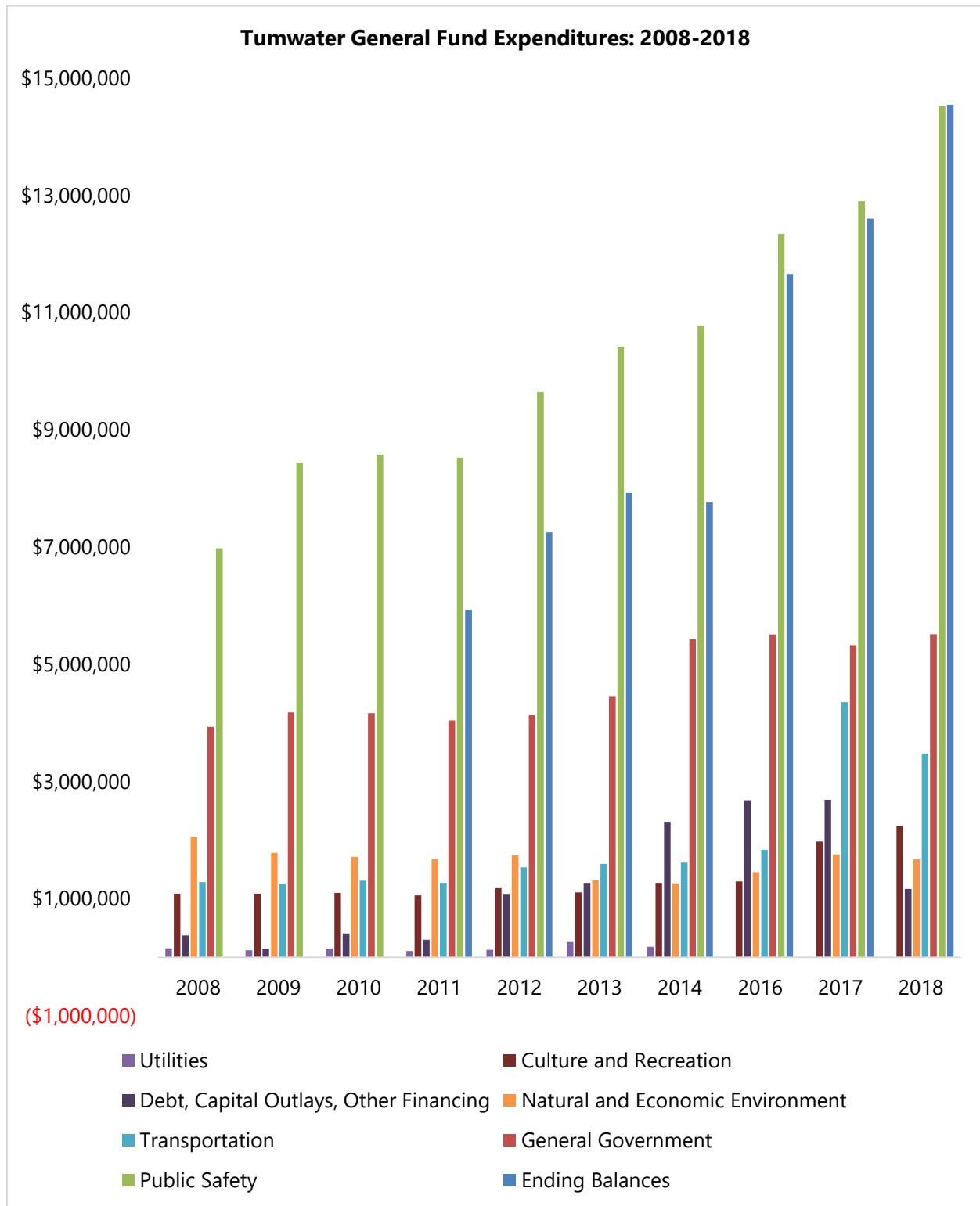
Source: City of Tumwater and J Robertson and Company, 2018



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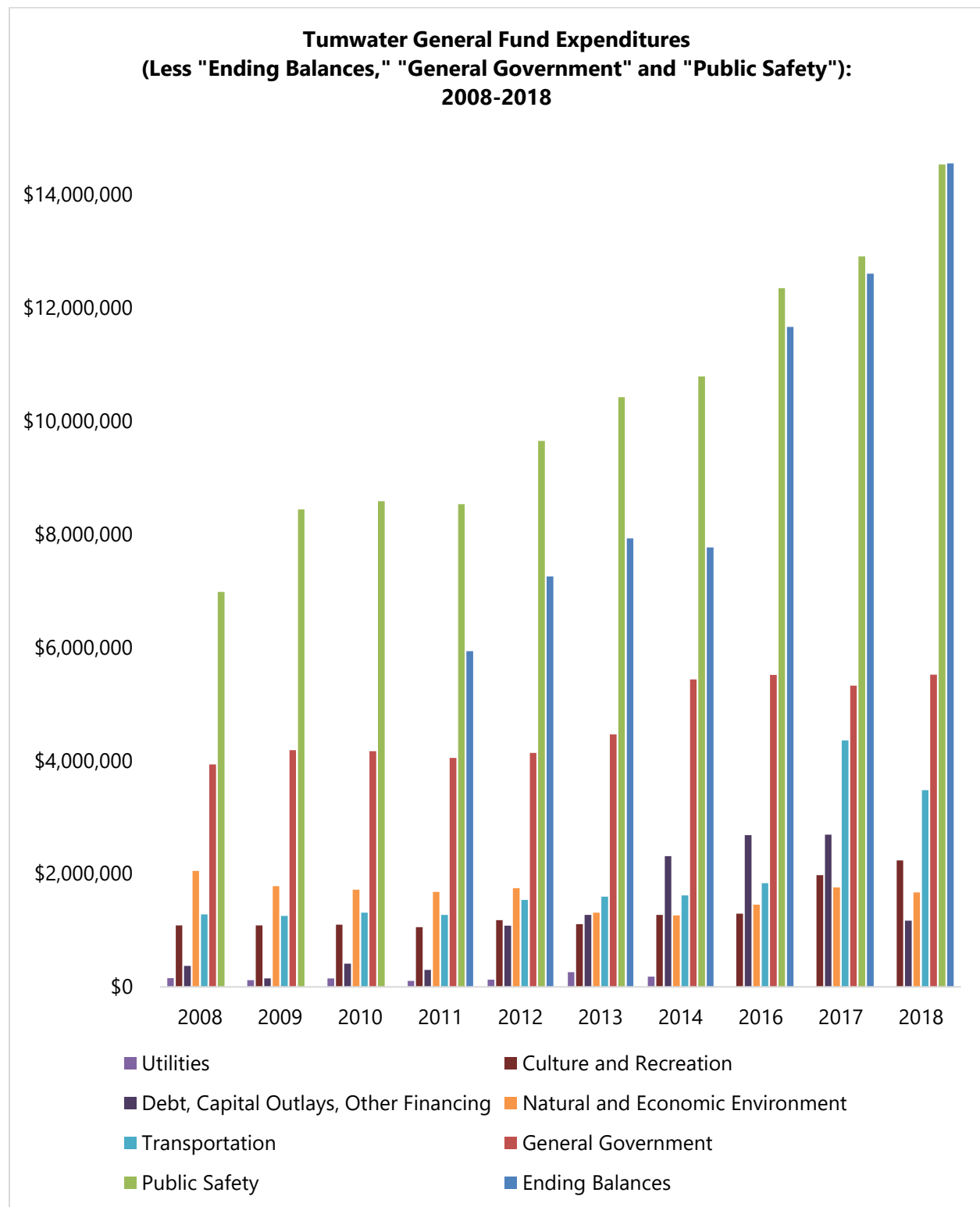
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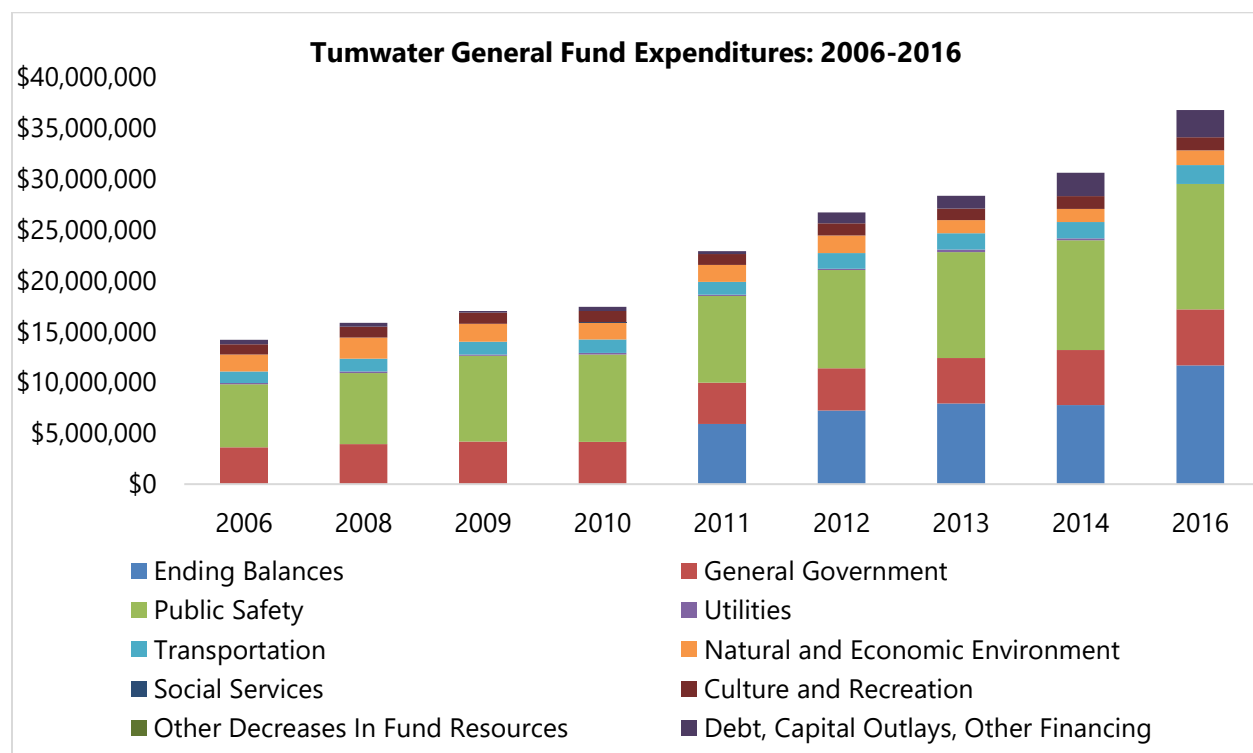
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Expenditures – Peer City Comparison

The following provides a **time-trend** overview of peer city expenditures, 2006-16. Observations of note:

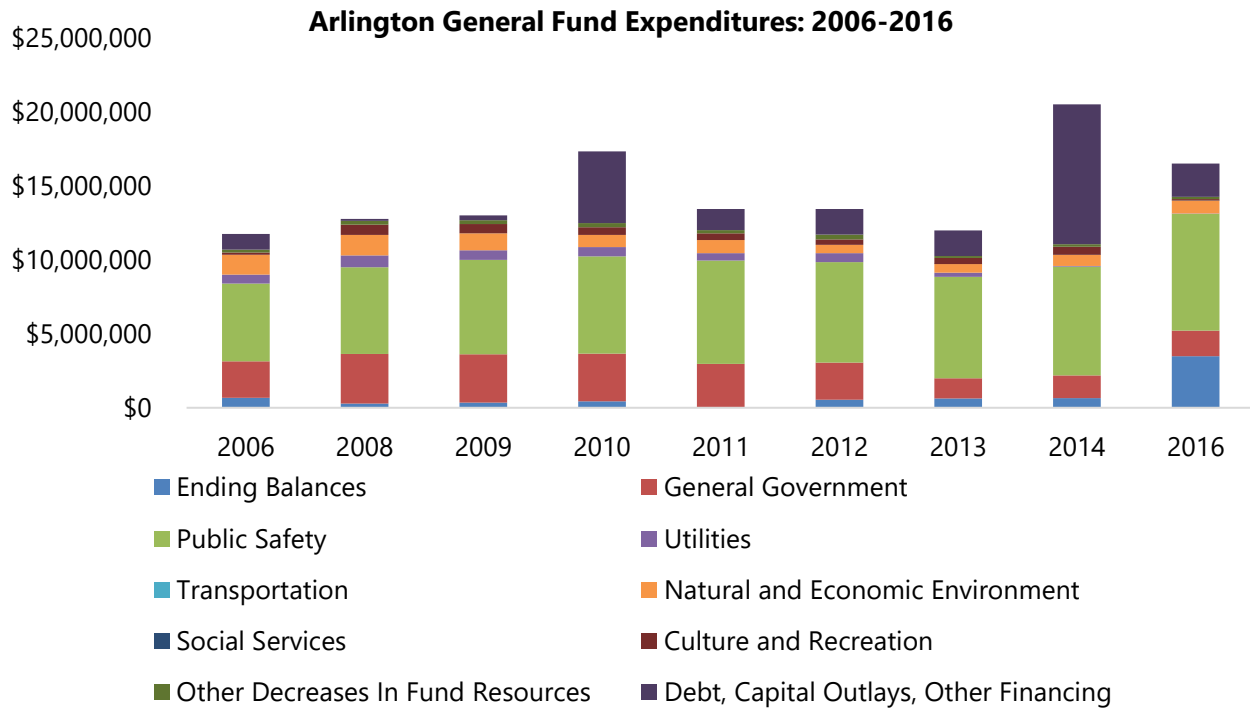
- Tumwater has sustained low levels of debt, capital outlays, and other financing relative to peer cities, and stronger growth in ending fund balances.
- Outside of recent ending balances, Tumwater's spending by category has remained remarkably stable compared to Camas (general government up) and Arlington (general government down).
- Tumwater's Transportation Benefit District is separately funded.



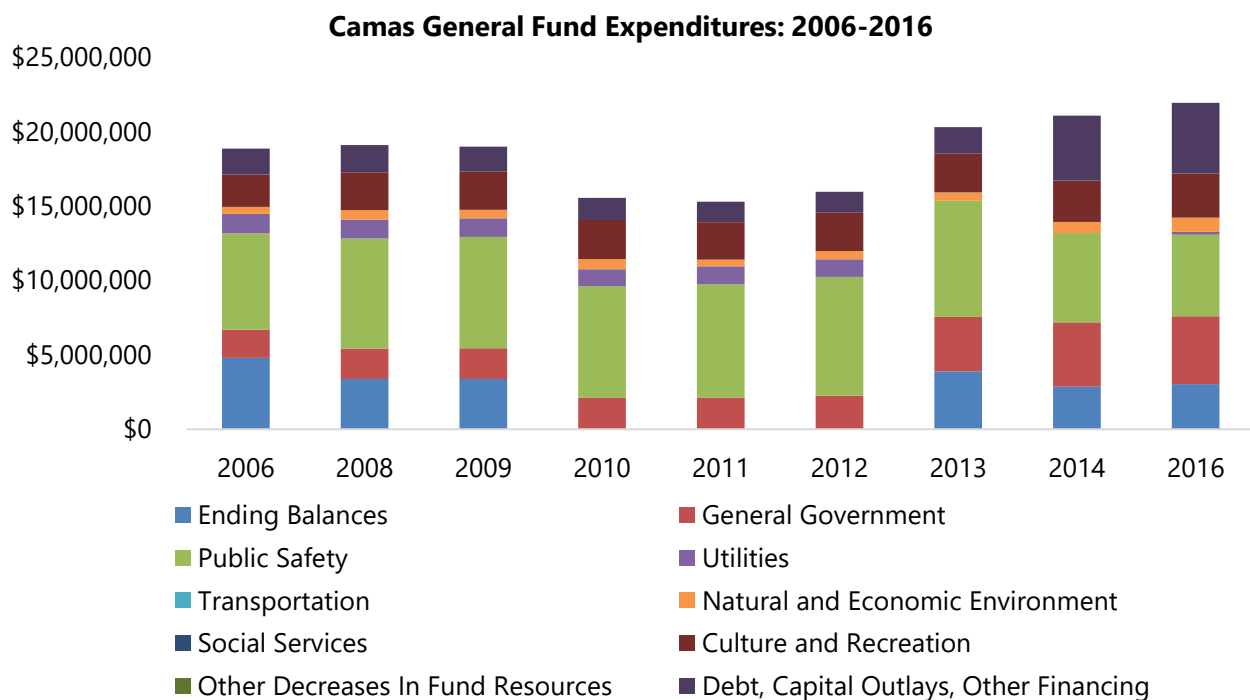
Source: City of Tumwater and J Robertson and Company, 2016

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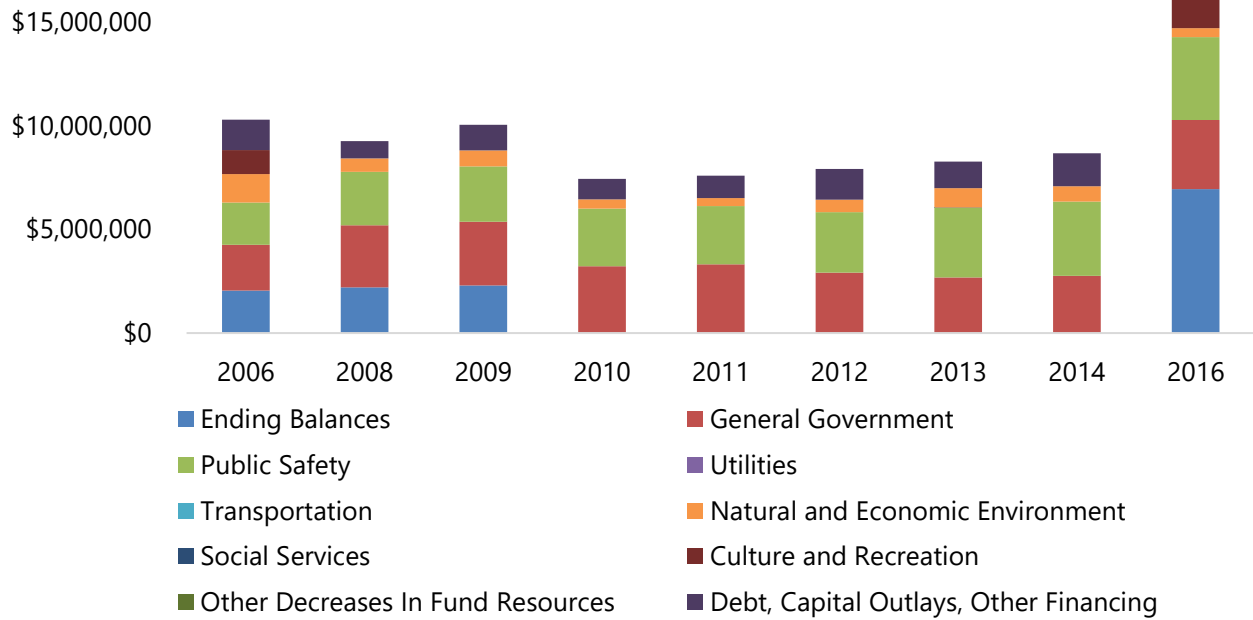
Source: J Robertson and Company, 2016



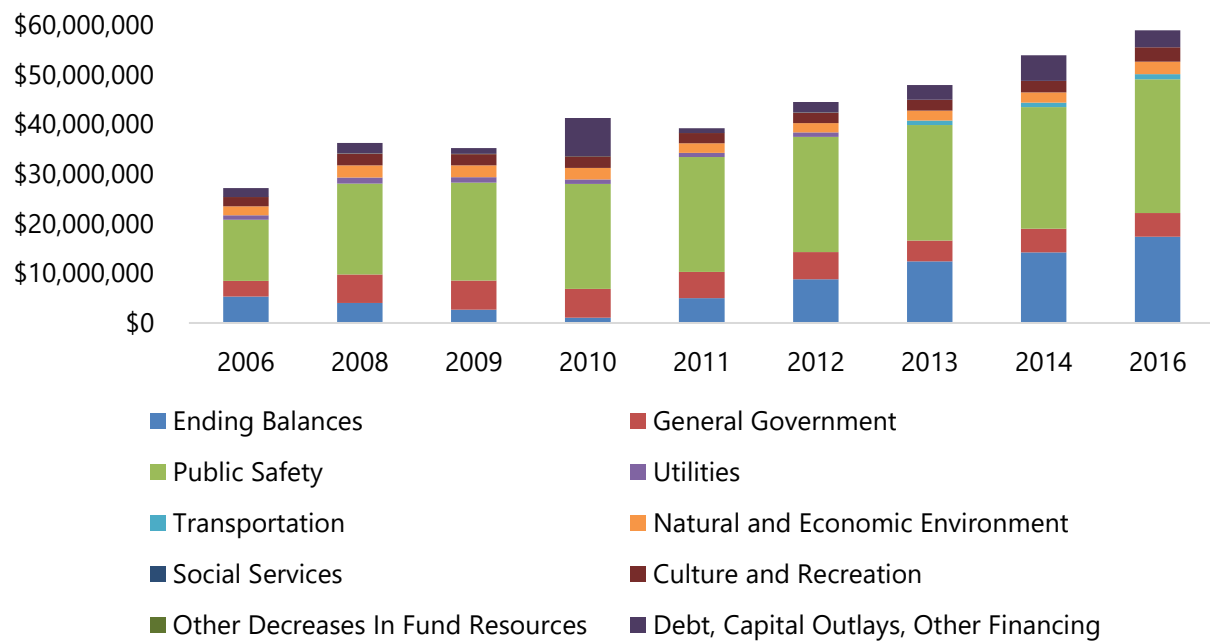
Source: J Robertson and Company, 2016

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Covington General Fund Expenditures: 2006-2016

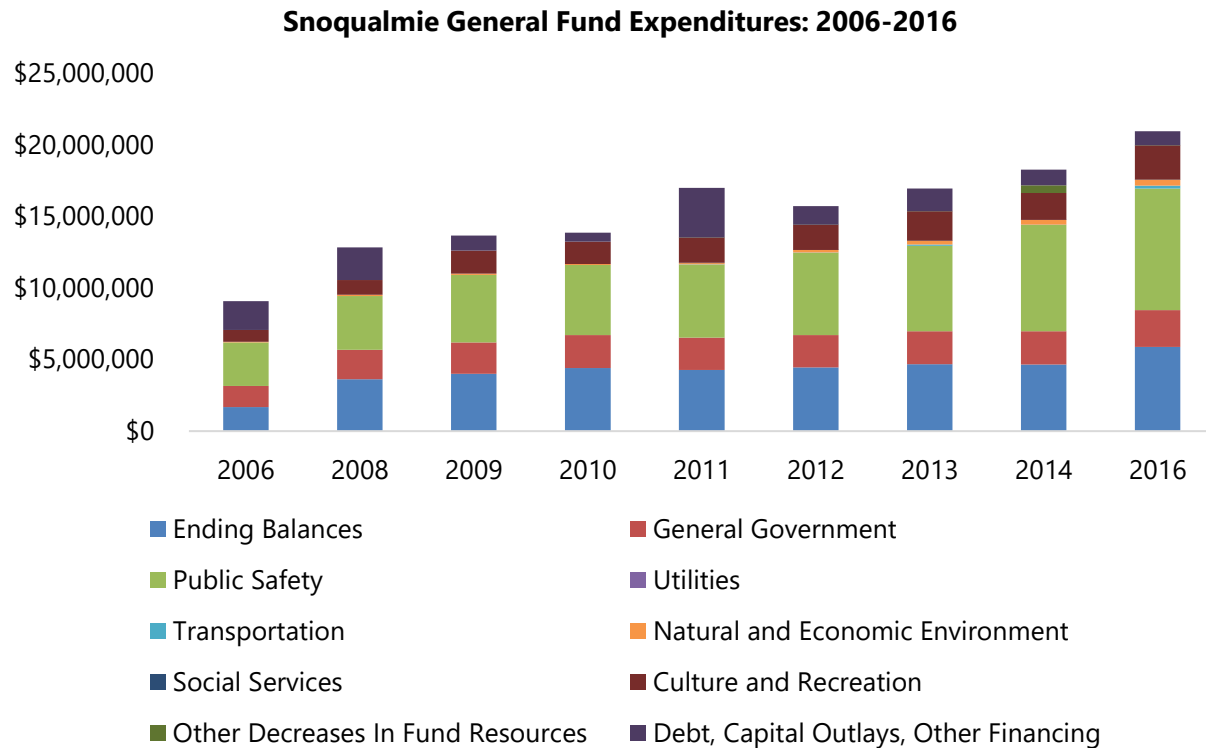
Source: J Robertson and Company, 2016

Marysville General Fund Expenditures: 2006-2016

Source: J Robertson and Company, 2016

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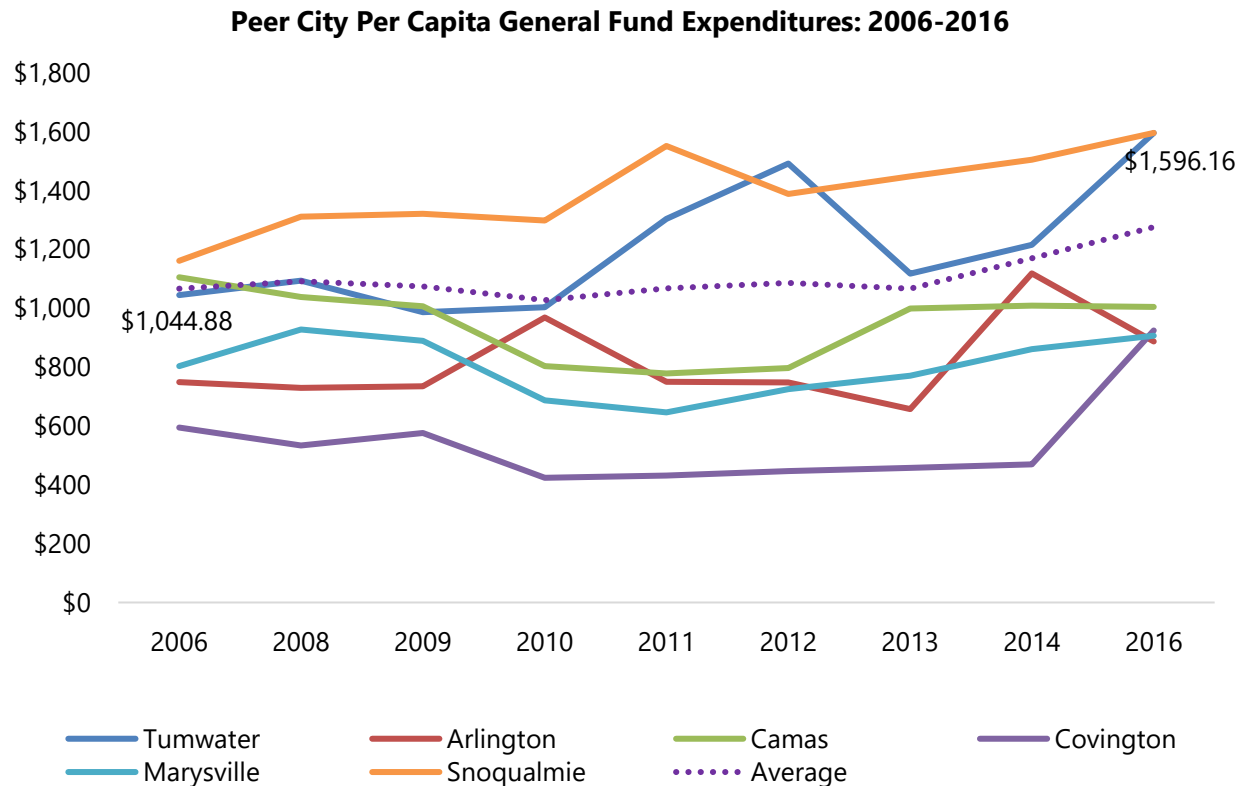
Source: J Robertson and Company, 2016

Another way to assess relative performance is via **per-capita expenditures**. The following graph shows how Tumwater stacked up in the General Fund versus the peer communities. Observations of note:

- Tumwater trailed only Snoqualmie in per capita general fund expenditures – notably, both cities also had the highest average ending balances, suggesting they were spending well under means.
- Snoqualmie and Tumwater had seen the most significant growth in per capita general fund expenditures over the past decade, followed by Covington. All three cities had significant commercial centers that likely allow them to attract regional retail revenues, which are distributed, in turn, for the benefit of a smaller permanent population base.

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Source: J Robertson and Company, 2016

Future Fiscal Considerations

Balancing Revenues and Expenses

Sustained fiscal health also requires attention to the expense as well as the revenue side of the ledger. The following offers some fiscal-planning considerations as the City moves forward with an updated economic development strategy:

- Tax revenues** – The City has a broad menu of tax options, including property, sales, business and occupation, and utility taxes. Broad increases in taxes have not enjoyed political support, but targeted taxes for specific purposes have become a significant tool in the past 20 years. In Washington, there are numerous options for sales and property tax increases to fund specific initiatives from public safety to housing, transit, and transportation. In some cases, the corresponding expenditure for the revenue is limited by statute, such as a Transportation Benefit District, and in other cases, the authority is broad, but a municipality can voluntarily choose to commit the expenditures, such as the 2011 Tumwater levy lid lift for public safety. Revenue diversity is also important so that as one revenue source falters, others may be there to pick up the slack. As per

capita B&O and sales tax revenues have faltered in prior years, stronger property tax growth led by annexations and new construction has made a larger contribution.

- **Capital project investments** – including use of bonds or other debt financing. Major capital projects tend to occur periodically rather than continuously – in response to waves of growth or later for facility refurbishment and replacement. Although the City has been spending less on capital outlay than the peer cities reviewed during the study timeframe, it appears that recent development has triggered significant capital investment and that the City has been saving revenue to finance major transportation enhancements in the Capitol Way corridor. A powerful tool to encourage and facilitate private investment in the community is investment in the infrastructure to support it. Recent partnerships with the Toyota dealership and the Craft District are good examples.
- **Efficient service delivery** – for core as well as discretionary municipal services. The City has a relatively high per capita expense for general government, utility services, public safety, and transportation. In part, the added responsibility may come from having a substantial employment base that is partially tax-exempt, placing a greater share of the cost burden on residents and taxable business activity. If this is the case, it provides a rationale for other fees or charges that can cover those expenses. One significant factor is likely the City's large size: it supports 23,000 people in an area encompassing more than 18 square miles. This makes efficient service delivery difficult in some cases, such as utility lines, roads, etc. Regardless, the City should continuously pursue efficiency measures such as encouraging growth to occur in areas nearest to existing services and utilities.
- **Staying ahead of inflation** – a substantial challenge due to the 1% limitation on property tax (except for new construction). To date, the City has managed to increase the cushion between revenues and expenses. However, increasing costs associated with core service delivery, such as general government, public safety, etc., may result in service cuts to discretionary services, such as natural and economic environment, culture and arts, etc., if new revenues and efficiencies are not identified.
- **Changes to level of service** – While level of service changes are often driven by declining revenue scenarios; they can also be adjusted intentionally through policy choices based on evolving community priorities. In other words, City Council can and often must consider trade-offs between competing community priorities – number of parks versus emergency response time versus new capital

project initiatives, etc. In some cases, service levels can be maintained by developing new revenue or fee structures, where those changes are politically viable.

Economic Development and Fiscal Vitality

The Tumwater community has expressed a clear preference for pursuing economic development as a means for improving the City's fiscal health versus new taxes and fees. Economic development considerations include

- Economic development represents an opportunity to expand the base of those paying into the City for services through new development, additional retail sales, new business activity, and tourism. In most cases, this activity represents opportunities to increase revenues at a greater rate than the corresponding increases in services commitments, thus bringing net revenue to the City. Numerous studies across the country generally support the calculation that business and economic development yields more revenue than cost, while residential development often represents a net fiscal loss. Consequently, a jobs-rich community can yield homeowner benefits in the form of reduced taxes on residential use and a higher level of municipal service.
- Embedded in the point above, but it is worth singling out here, is the "flexible" nature of taxable sales. Property taxes are capped at 1% growth annually, grants and inter-governmental revenue are unpredictable (and declining), and Washington State has no income tax. That leaves sales tax as the primary elastic source of revenue available to cities to fund increasing service demands and new community priorities. In effect, cities can attract and support increased business activity as a means of growing revenue, so long as that activity is consistent with community quality of life goals and supportable from an infrastructure investment perspective, (growth pays for growth either directly or via a net present value calculation).
- Tailoring an appropriate economic development strategy depends on a clear understanding of revenues versus expenses associated with different types of employment development. This suggests a more nuanced approach than in the past, with each major economic development project, each investment, considered on its own merits. While the City should be hospitable to businesses that meet all applicable zoning and other regulatory standards, there is a case to be made for going the extra mile for projects demonstrating strong fiscal return on investment, as determined by a Net Present Value (NPV) assessment taking into consideration future wages, spending, and taxes vs. up-front City investments, incentives, or tax-abatement strategies.

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- State facilities can be leased, provide redevelopment and employment in broader development areas, and bring other activities, such as other visitors to the community.
- Economic development resources and the ability to support infrastructure in conjunction with development are very limited and should be invested wisely. The City should focus investment in target areas, using it to deliver jobs and tax base, but also achieve other City Goals. Investment should target areas like the Capital Boulevard and Brewery District that have been identified as needing redevelopment, or the brewery property where development has been targeted, or the Warehouse and Craft Districts where development supports overall marketing and community image Goals. Targeted redevelopment can also improve transit utilization, remedy nuisance properties, and provide additional housing, including affordable housing.

Recommendations

The following recommendations focus on ways to incorporate fiscal vitality in the City's updated Economic Development Plan.

1. Seek development yielding clear fiscal benefits to the City:
 - The size and quality of new buildings can have short (construction sales tax) and long-range (building valuation) revenue impacts for the City.
 - On-going retail sales tax revenue are directly dependent on high volumes of taxable sales – not just retail but also from many private service businesses.
 - Business and occupations tax is also directly related to gross sales receipts – applicable not just to retail and for-profit service uses but to a full range of industrial uses.
 - Consider "in-lieu" fee structures for tax-exempt uses that affect City services.
2. Seek development that if not fiscally beneficially in the short-term, will show merit because of the way it helps achieve other City Goals in transit, housing, partnerships, and redevelopment. The brewing-distilling center now under development is a prime example given the City's historic connection to that industry, partnership with South Puget Sound Community College and opportunities for emerging businesses.
3. Encourage or incentivize development that maximizes efficient delivery of municipal infrastructure and services. A challenge for the City in the years ahead will be to encourage infill with in-place infrastructure before building further out – to reduce cost for new infrastructure and on-going public services. With

environmentally constrained land, including those affected by the Mazama pocket gopher, this also suggests a priority for off-site mitigation to improve site utilization for easier to serve properties. It will also require close coordination with Thurston County and neighboring jurisdictions to re-shape the City's urban growth area potentially.

4. Prioritize the use of municipal non-maintenance funds (local and grants) to fund infrastructure projects that relate to fiscal stability/growth, leveraging other investment, and maximizing the achievement of other City Goals. The City should also, where possible, secure non-local sources of funding – especially for projects that are tax exempt and/or of regional/ statewide significance. This might occur through federal and state capital grants for infrastructure funding.
5. Utilize simultaneous long- and short-range economic development strategies that have immediate return to the City's strategic Goals, while also investing in long-term strategies including marketing, brand development, relationship building, and infrastructure.

ECONOMIC DEVELOPMENT PROFILE

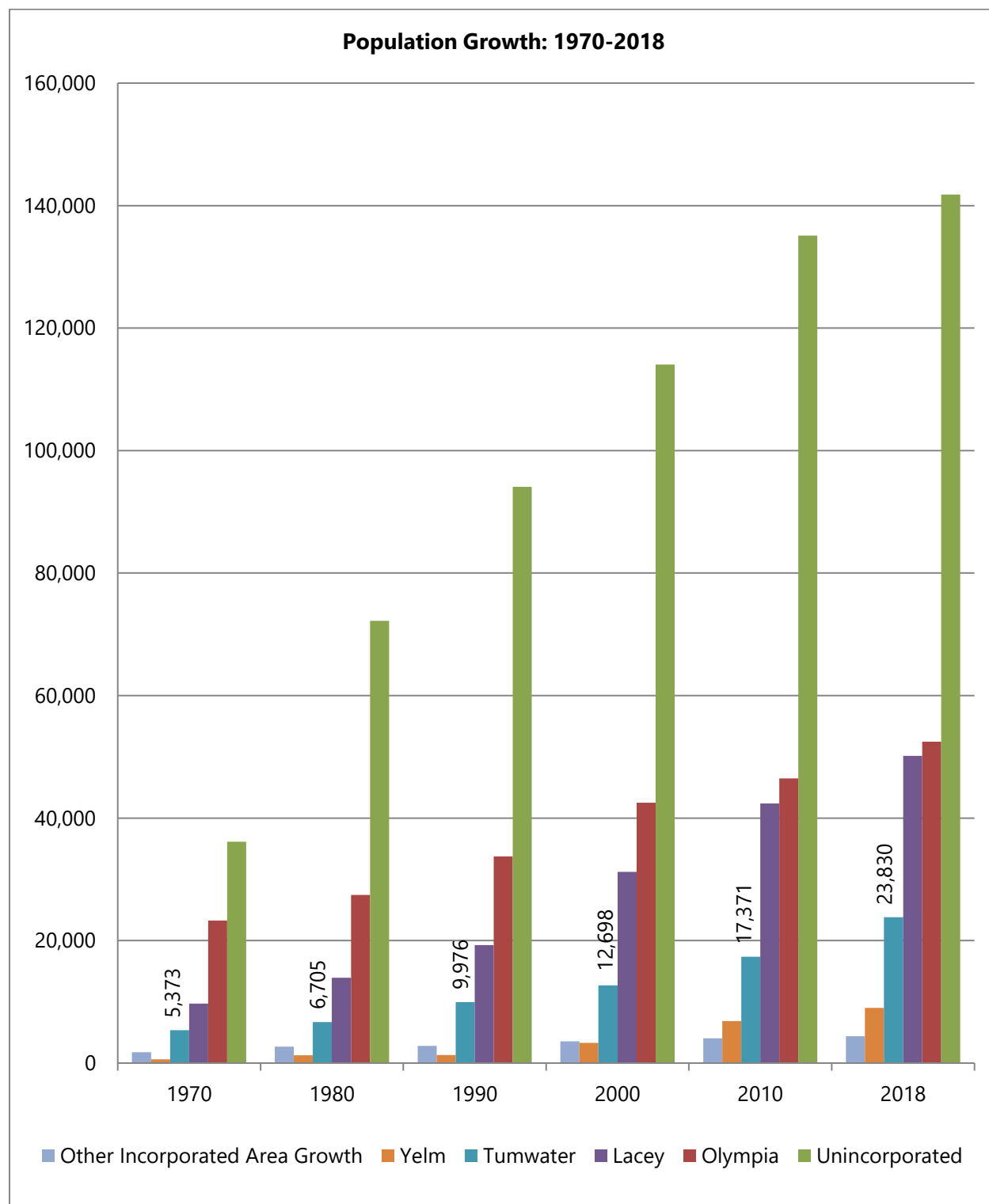
The following summarizes key aspects of the City's demographics, housing stock, household income, employment base, and retail market position. The **Technical Appendix** includes additional details, as well as a summary of the sources of this information.

Basic Demographics

As displayed in the graph below, a relatively small percentage of Thurston County's population lives in the City. The most significant growth over the past fifty years has taken place in unincorporated portions of the County. Tumwater has grown at a faster rate than both the County and State since 2010, and it is projected to do so again over the next five years, but at a more moderate pace.

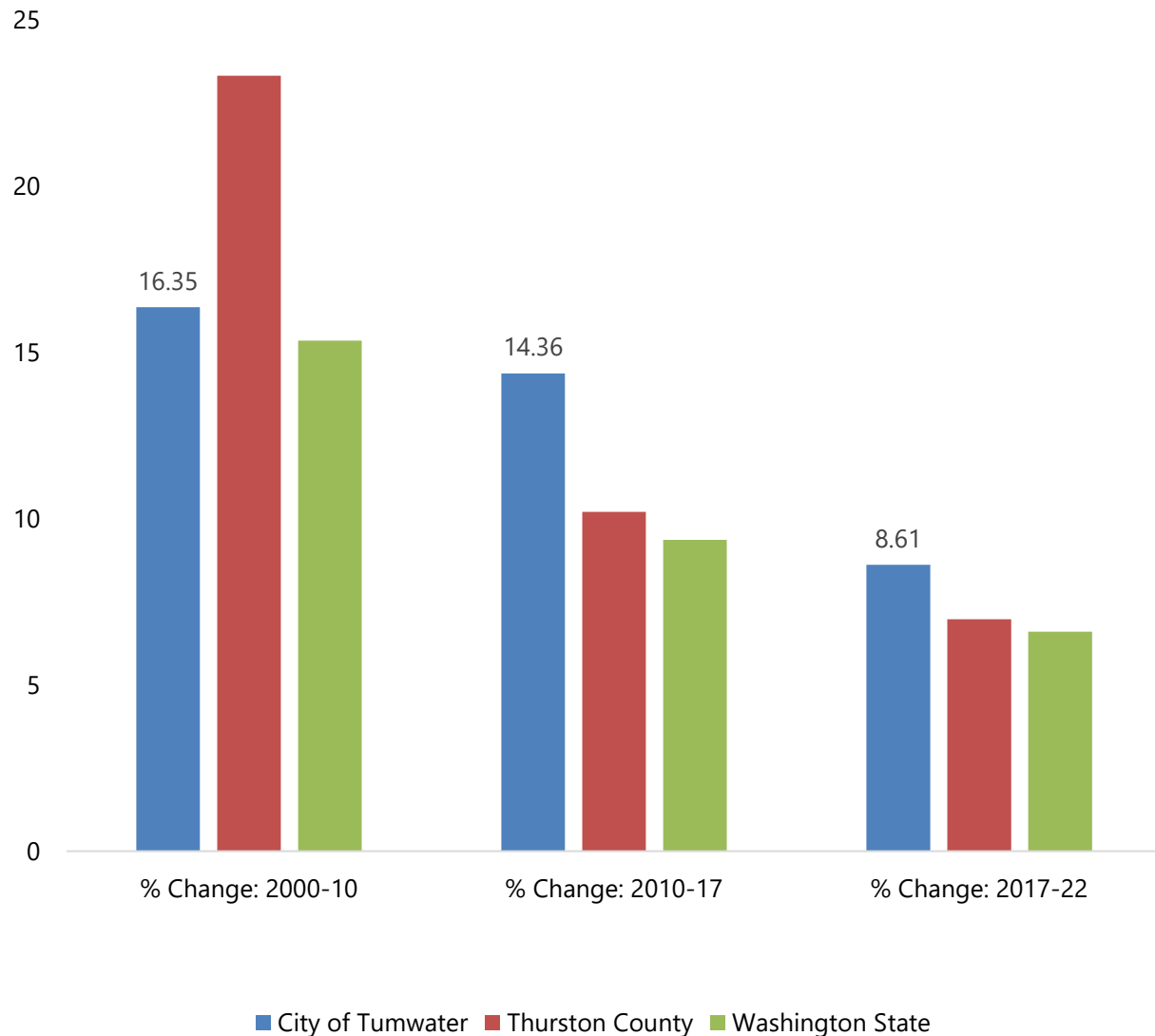
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Sources: Washington Office of Financial Management, US Census, 2018

**Household Growth Change Over Time (%):
Selected Geographies, 2000-2022**

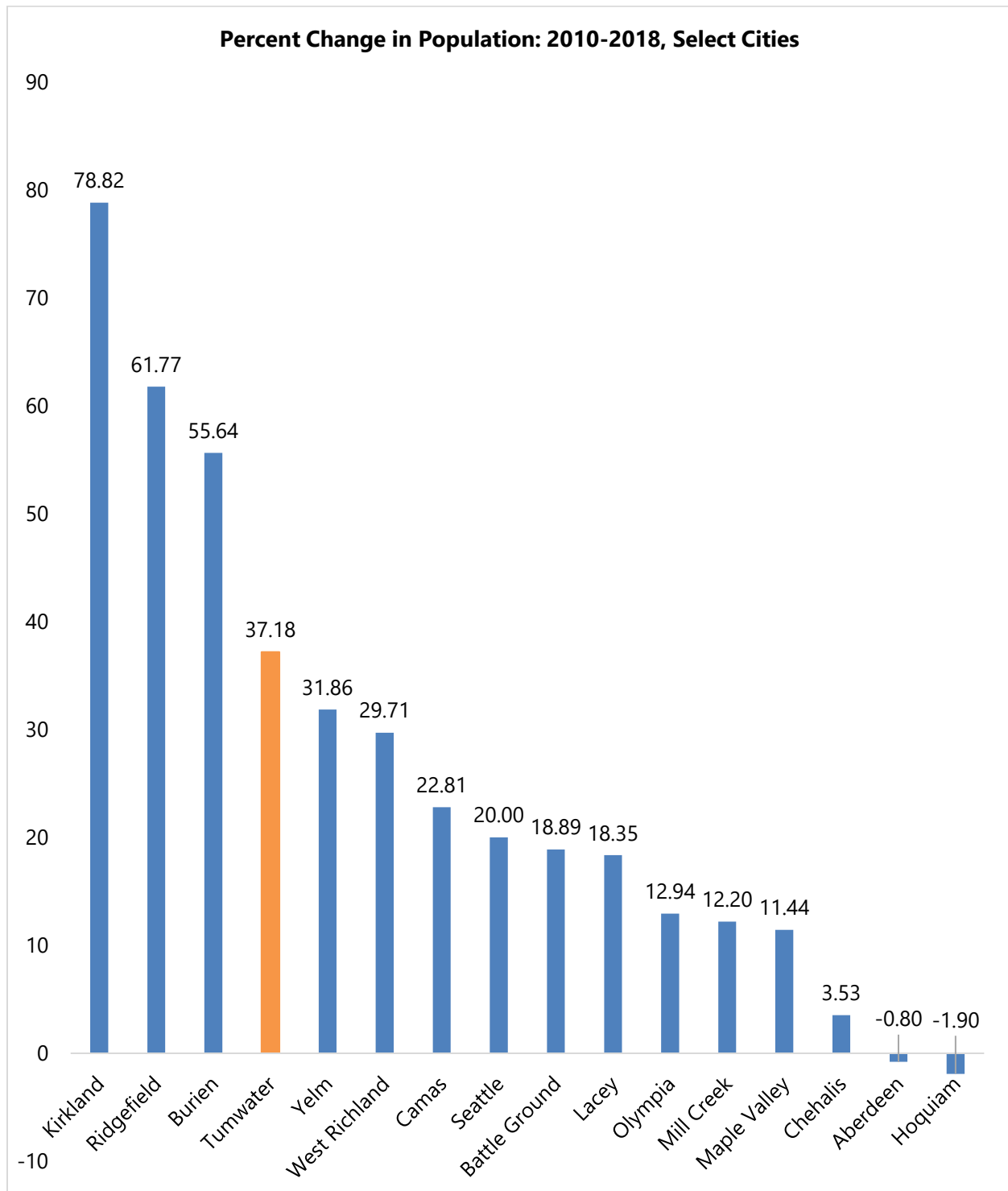


Source: *Environics, 2017*

By percent change, Tumwater has been the eighth fastest growing City in all of Washington since 2010, adding approximately 6,459 new residents. Like other fast-growing cities, the largest source of new residents has been annexation. The graph below and table on the next page shows the City's growth relative to other peer communities.

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Source: Washington State OFM, 2018

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Fastest-Growing Cities by % Change: 2010-2018

	City	2010-2018 Percentage Change in Population	2010 Population Census	2018 Population Estimate	2010-2018 Numeric Change in Population	Population Change Due to Annexation	Net In- Migration	Percentage In- Migration
1	Kirkland	78.82	48,787	87,240	38,453	31,816	6,637	17%
2	Ridgefield	61.77	4,763	7,705	2,942	16	2,926	99%
3	Burien	55.64	33,313	51,850	18,537	14,292	4,245	23%
4	Airway Heights	48.59	6,114	9,085	2,971	1,419	1,552	52%
5	Gig Harbor	44.82	7,126	10,320	3,194	14	3,180	99%
6	Kent	39.49	92,411	128,900	36,489	25,458	11,031	30%
7	Sammamish	38.64	45,780	63,470	17,690	11,566	6,124	35%
8	Tumwater	37.18	17,371	23,830	6,459	3,259	3,200	50%
9	Liberty Lake	36.87	7,591	10,390	2,799	0	2,799	100%
10	Bothell	35.08	33,505	45,260	11,755	6,801	4,954	42%

Population Change and Rank for Cities and Towns, April 1, 2010 to April 1, 2018.

Thurston was the 6th fastest-growing County in Washington, by % change.

Tumwater was the 8th fastest-growing City (with pop above 1,000) in Washington between 2010-2018.

Added over 5,800 people, 50% of which were new in-migrants vs. annexations.

Source: Washington State OFM, 2018

Tumwater has an average household size of 2.29 and an average family size of 2.92. Just over 29% of households have at least one child under the age of 18, and just over 24% have at least one senior.

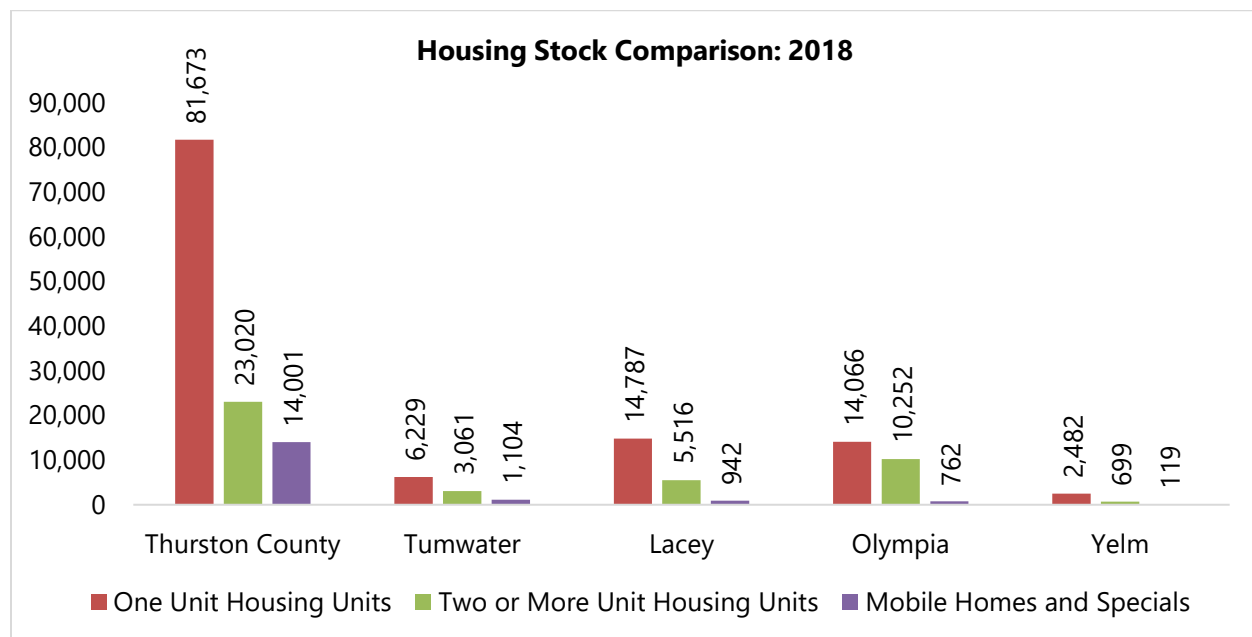
Additional Demographic Information

- **About one in ten Tumwater residents report having at least one disability.** Nearly 10% of residents are active duty or retired military, and approximately 5% speak a language other than English at home.
- **Tumwater residents have a median age of 37.1.** There are 14,669 people of voting age, and 2,667 seniors.
- **The City is predominately white (79%), but is also home to significant Asian, Latino, African-American, and other populations.** The percentage of Tumwater's population that is a minority racial group has grown from 14% in 2007 to 21% in 2017.
- **At 22 minutes in average, Tumwater residents have a shorter commute than their peers in Thurston County and Washington State.** Nearly 6,000 out of an estimated 8,337 workers travel 15 minutes or less, while nearly 1,000 workers travel 50 minutes or more. On the other side, Tumwater residents are less inclined to use alternative transportation. Eighty-two percent of Tumwater residents drive alone to their jobs, compared to 79% and 73% for Thurston County and Washington State respectively.

- **Approximately one out of every five Tumwater residents is pursuing some form of education.** With respect to educational attainment, among the population age 25 or higher, 35% have earned a bachelor degree or higher and just 6% have not earned at least a high school diploma. Tumwater has a higher percentage of Master's Degree holders, and a smaller percentage of people without high school degrees than both Thurston County and Washington State as a whole.

Housing

- There are an estimated 10,394 housing units in Tumwater as of 2018 (and more than 179,000 in all of Thurston County). Single-unit structures constitute 60% of the existing housing supply. The Thurston Regional Planning Council forecasts that Tumwater will supply nearly 23,000 units by the year 2040.
- Approximately 56% of Tumwater housing is owner-occupied, about 10% lower than the countywide average. At \$249,000, the value of owner-occupied housing in Tumwater is notably lower than the Thurston County and Washington State median (\$267,000 and \$293,000 respectively).
- While Tumwater home prices have increased significantly over time, they have lost a bit of ground to neighboring jurisdictions. Tumwater had the highest median price in 1990, but it has gradually slipped to "fourth place" in Thurston County due, in large part, to new home construction in other jurisdictions.



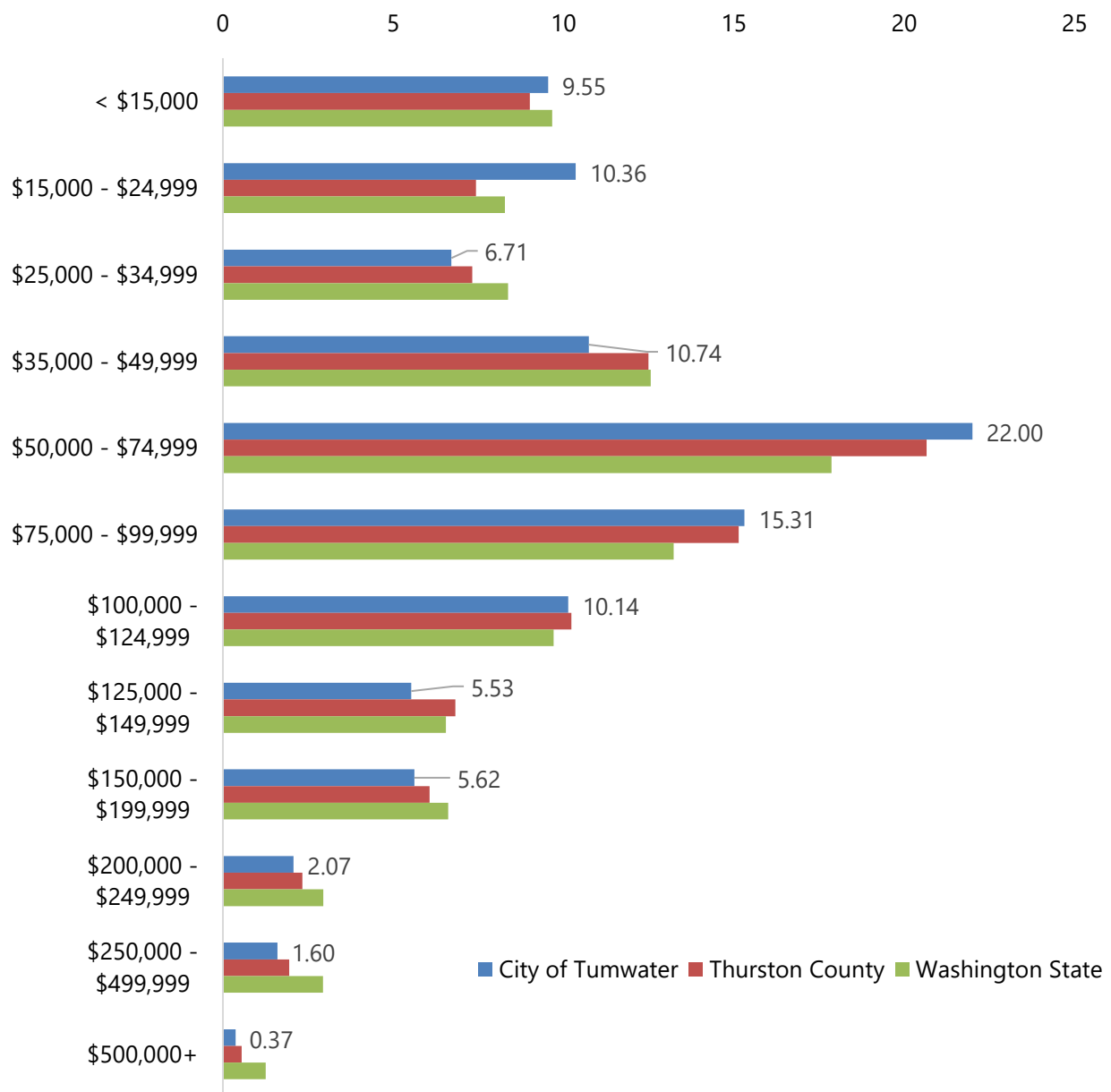
Source: Washington State OFM, 2018

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Household Income

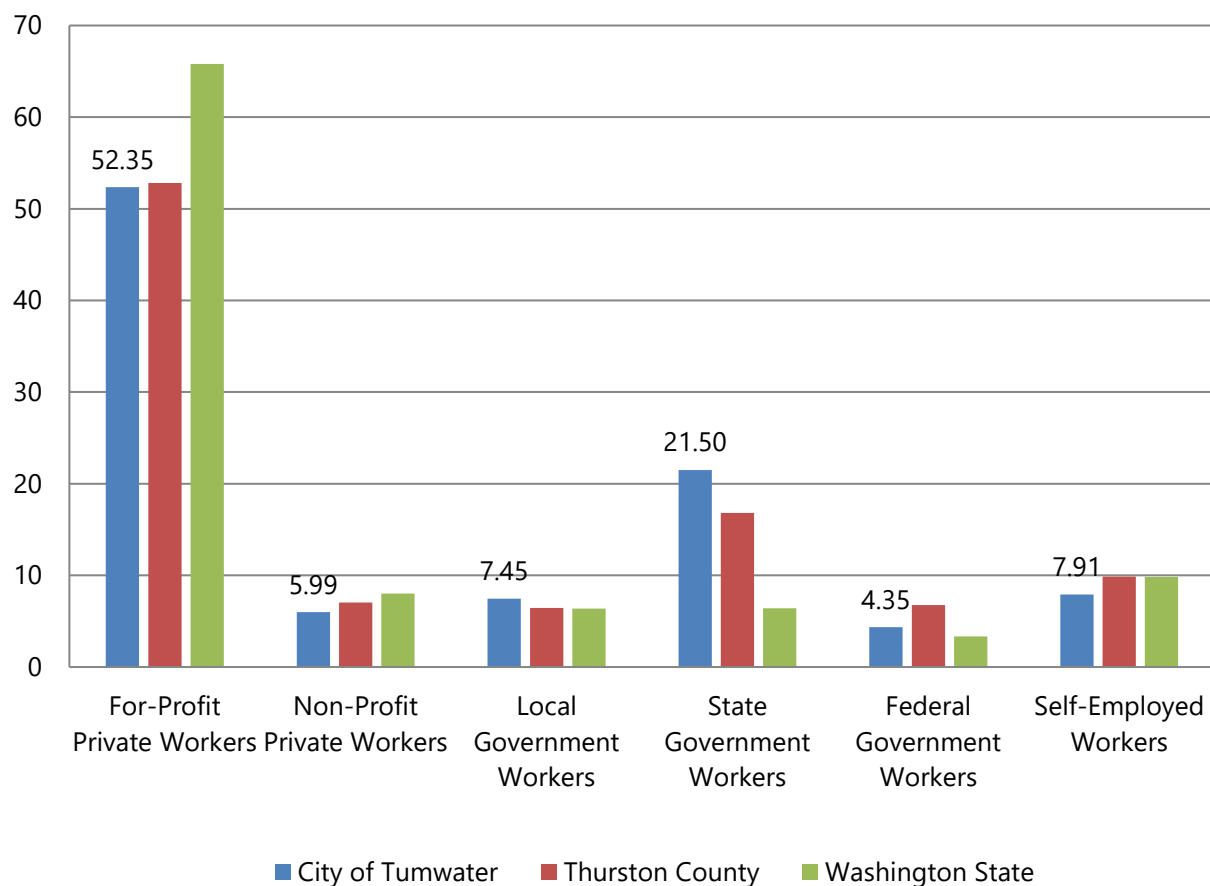
As shown in the chart below, Tumwater has more middle- and low-income earners than both the County and State. The strong middle-income levels are primarily attributable to State government employment.

Distribution of Household Income (%): Selected Geographies, 2017Source: *Environics*, 2017

Employment

Tumwater has a higher proportion of local and State government workers compared to the rest of Thurston County and Washington State, and a lower percentage of for-profit and self-employed workers. Tumwater has about 9% more “white collar” and 5% fewer “blue collar” workers than the State on average. In other words, Tumwater employment is dominated by “office” occupations.

Employment by Class of Worker (%): Selected Geographies, 2017



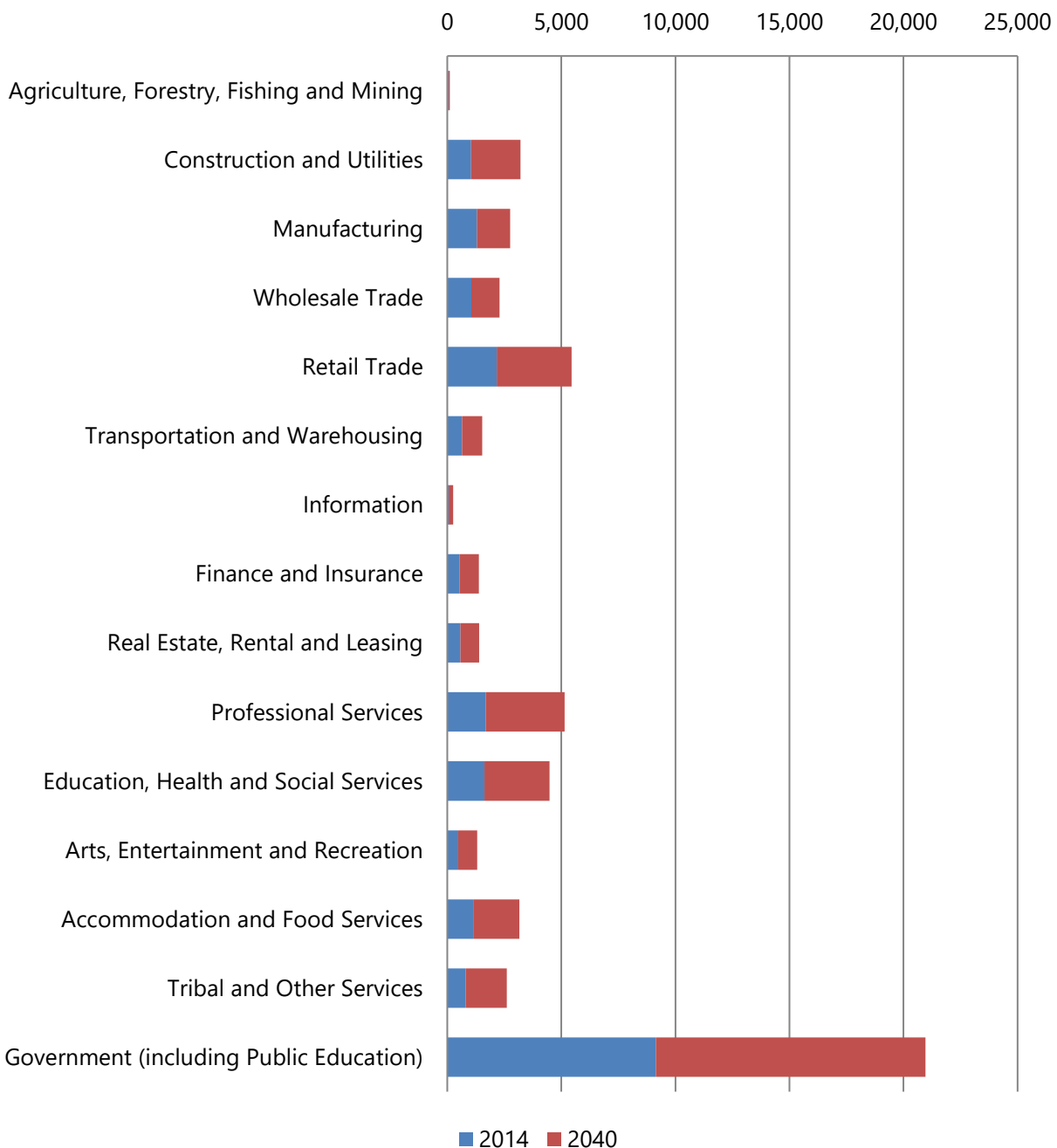
Source: *Environics*, 2017

Employment in Tumwater stabilized in the first quarter of 2013, after an extended period of decline. The slower recovery in Tumwater compared with the rest of Thurston County and the State average is most likely due to the lag local and State governments experience at the end of a recession, before tax revenues return to normal. Looking forward,

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government is forecast to be the largest employment driver, followed by professional services, education, health care, and retail. In addition, in 2014 the City had more jobs in the manufacturing sector than any other jurisdiction in Thurston County and had nearly 40% of the manufacturing sector in Thurston County.

Tumwater Employment Forecast by Sector: 2014 vs. 2040

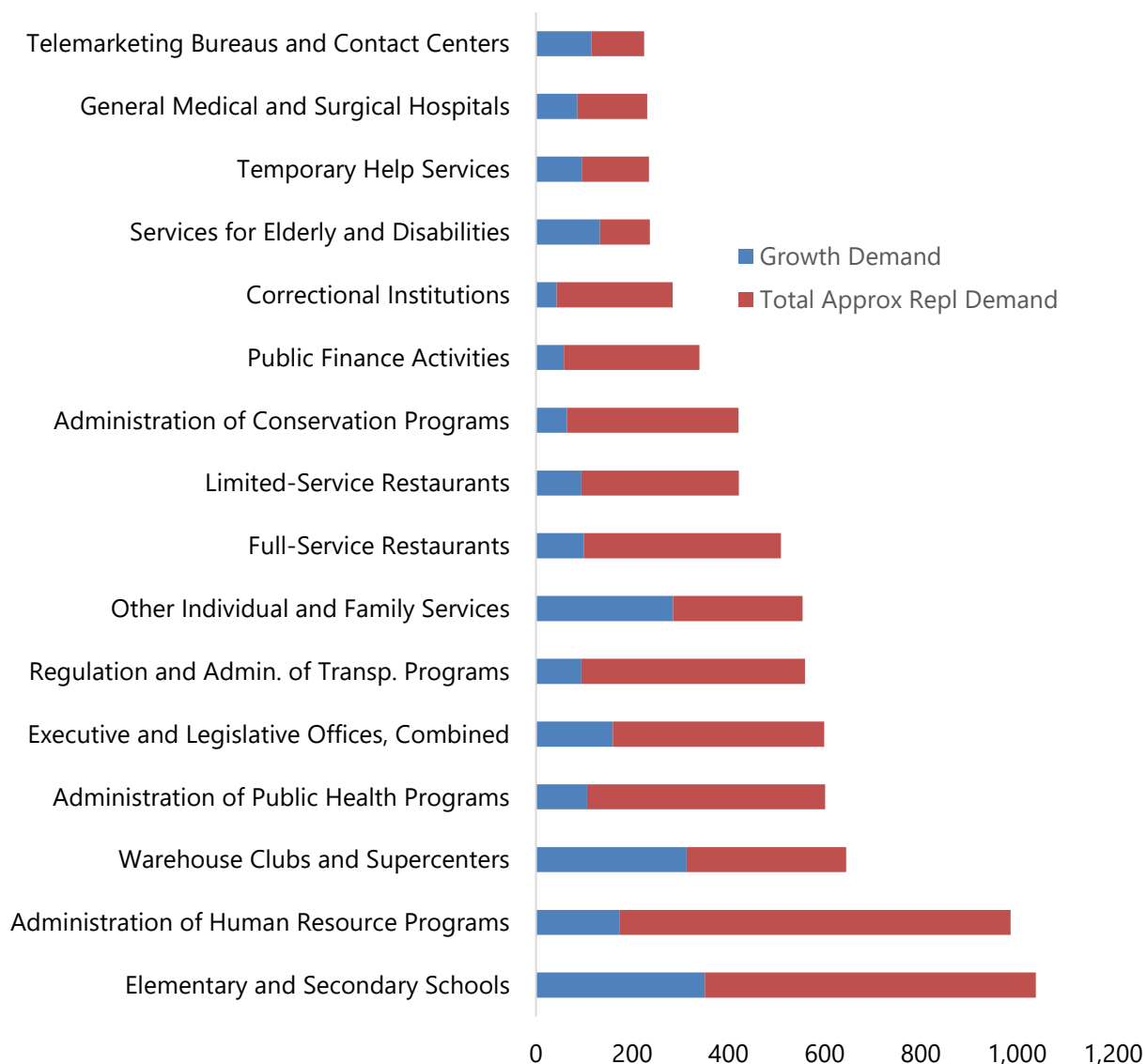
Source: Thurston Regional Planning Council, 2014

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This chart shows the industries with highest forecast employment growth over the next decade. Projections are broken down into new employment generated by area growth and/or industry demand, and existing jobs that will be refilled following retirement or related workforce attrition.

**Industries with Largest Forecast Employment Demand:
Tumwater Zip Code Tabulation Areas, 2017-2027**

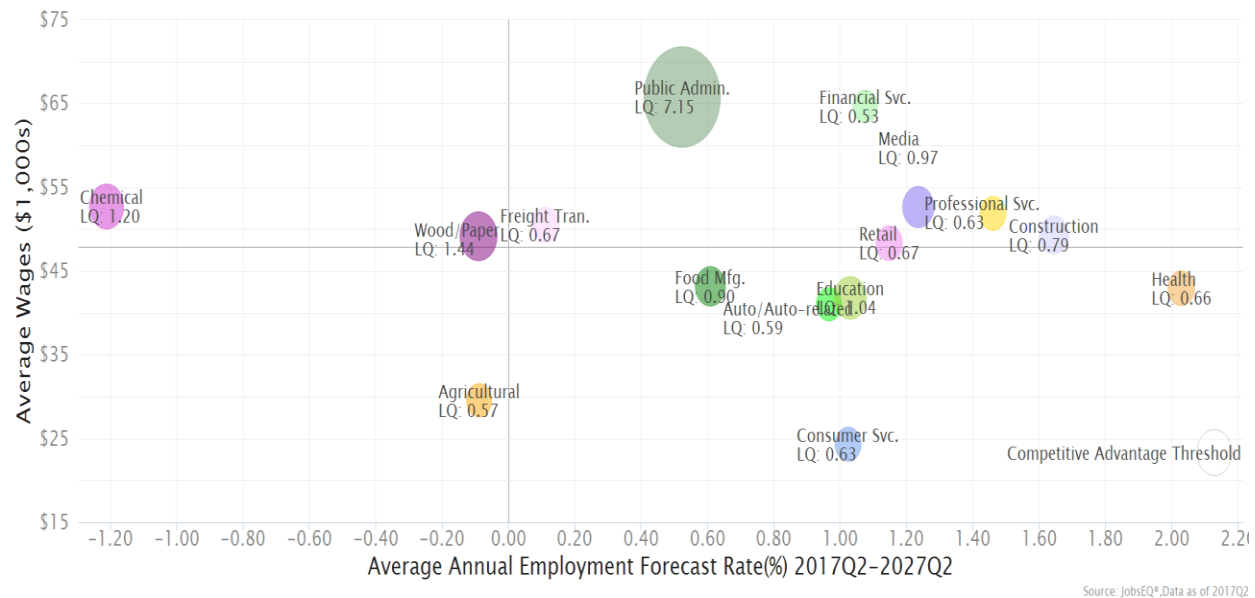


Source: JobsEQ, 2017

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The chart below shows the relative size and wage impact of various Tumwater Zip Code Tabulation Areas industry clusters. Public Administration is both the wage leader and employment driver. However, other sectors appear to have strong employment growth ahead, including Financial and Professional Services, Retail, Construction, Health, Auto, and Food Manufacturing sectors.

Industry Clusters for Tumwater Zip Code Tabulation Areas as of 2017 Second Quarter

Source: JobsEQ 2017

Other Employment Information

- **The fastest-growing occupations by percent change include a variety of construction-related jobs**, primarily due to the increase in building associated with the end of the recession.
 - **Following the end of the recession, the volume of total wages began to grow in the Tumwater Zip Code Tabulation Area, including a particularly strong spike starting in 2015.** Yet, the average annual wage has not grown as fast as it has nationally or statewide. The growth in Washington State wages is primarily driven by robust economic activity in King County.
- Tumwater has more middle- and low-income earners than both the County and State.** The strong middle-income levels are primarily attributable to State government employment.

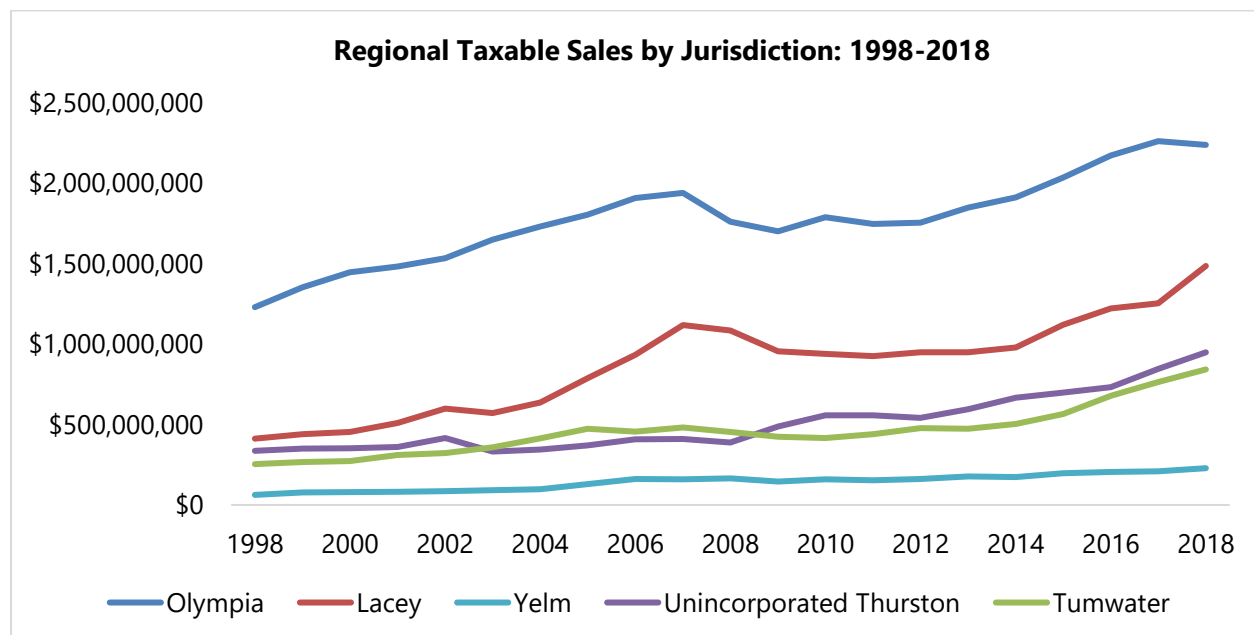
Implications for Economic Development Planning

- The City has a very diverse economic base that should be retained and strengthened.
- The presence of a high number of State office workers and complementary services such as the contractors and consultants that support State offices is an economic development strength, particularly given their relative high income. Strategies can be developed to capture more spending by this population.
- The City should seek to use the high educational levels of City residents to encourage the growth of more knowledge based employment opportunities.
- Many of Tumwater's State office workers do not live in the community; attracting them to live locally would increase local spending and reduce traffic.

Retail Market Analysis

Tumwater is part of a three-City regional retail market, with Olympia, Lacey, and Tumwater serving residents of these cities as well as the population in the surrounding area. Given the rural nature of the region around this metropolitan area, some individuals and families travel long distances to do their shopping in one of these three communities.

The graph below shows Tumwater's total taxable sales over the past twenty years relative to neighboring jurisdictions and unincorporated Thurston County.

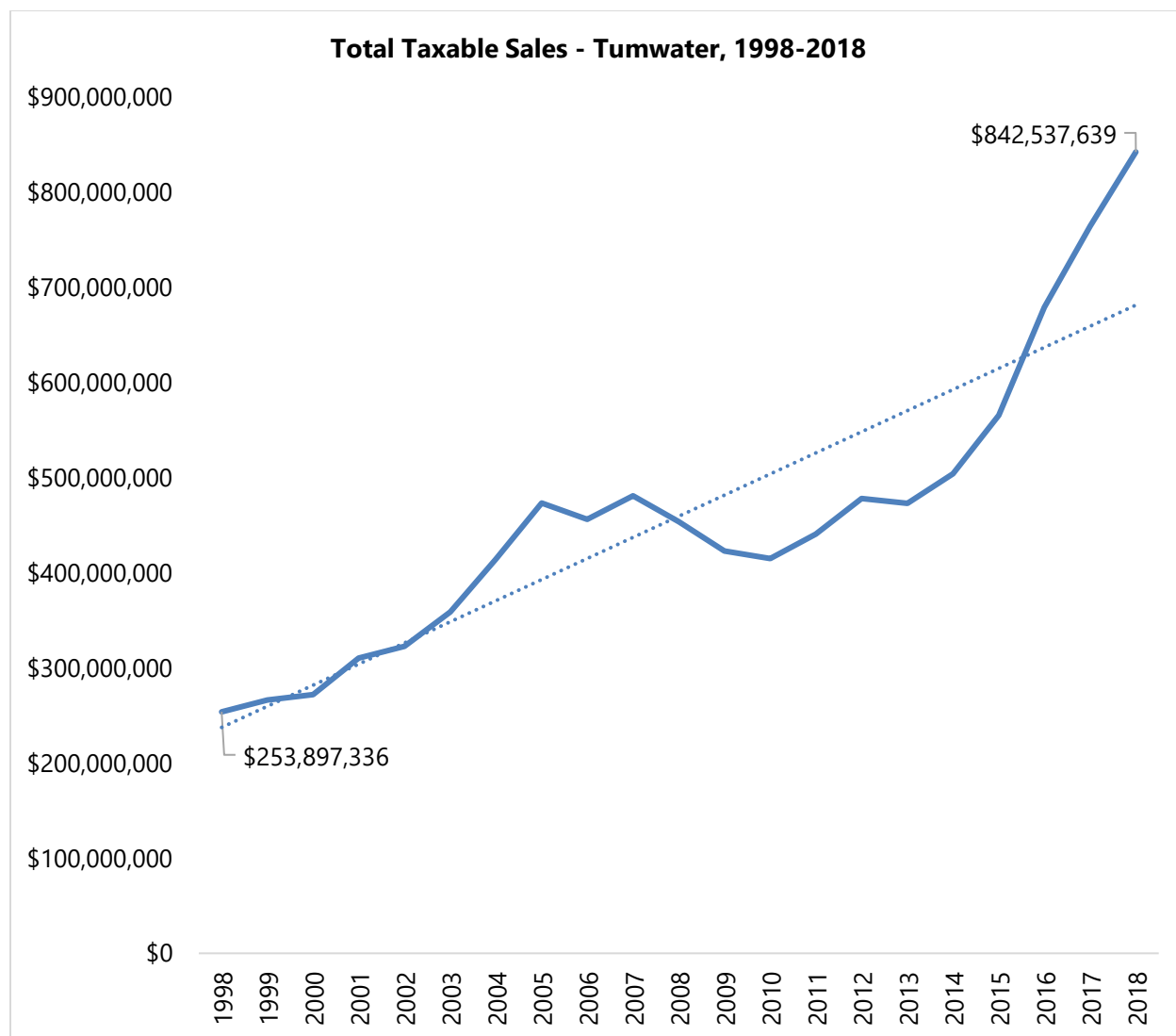


Source: Washington Department of Revenue, 2018

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Tumwater experienced steady taxable sales growth from 1996 through 2005. Sales activity leveled off in 2006 and 2007, and then dropped during the great recession from 2008 through 2010. By 2015, sales activity had rebounded to normal trend growth, and then spiked considerably in 2016.



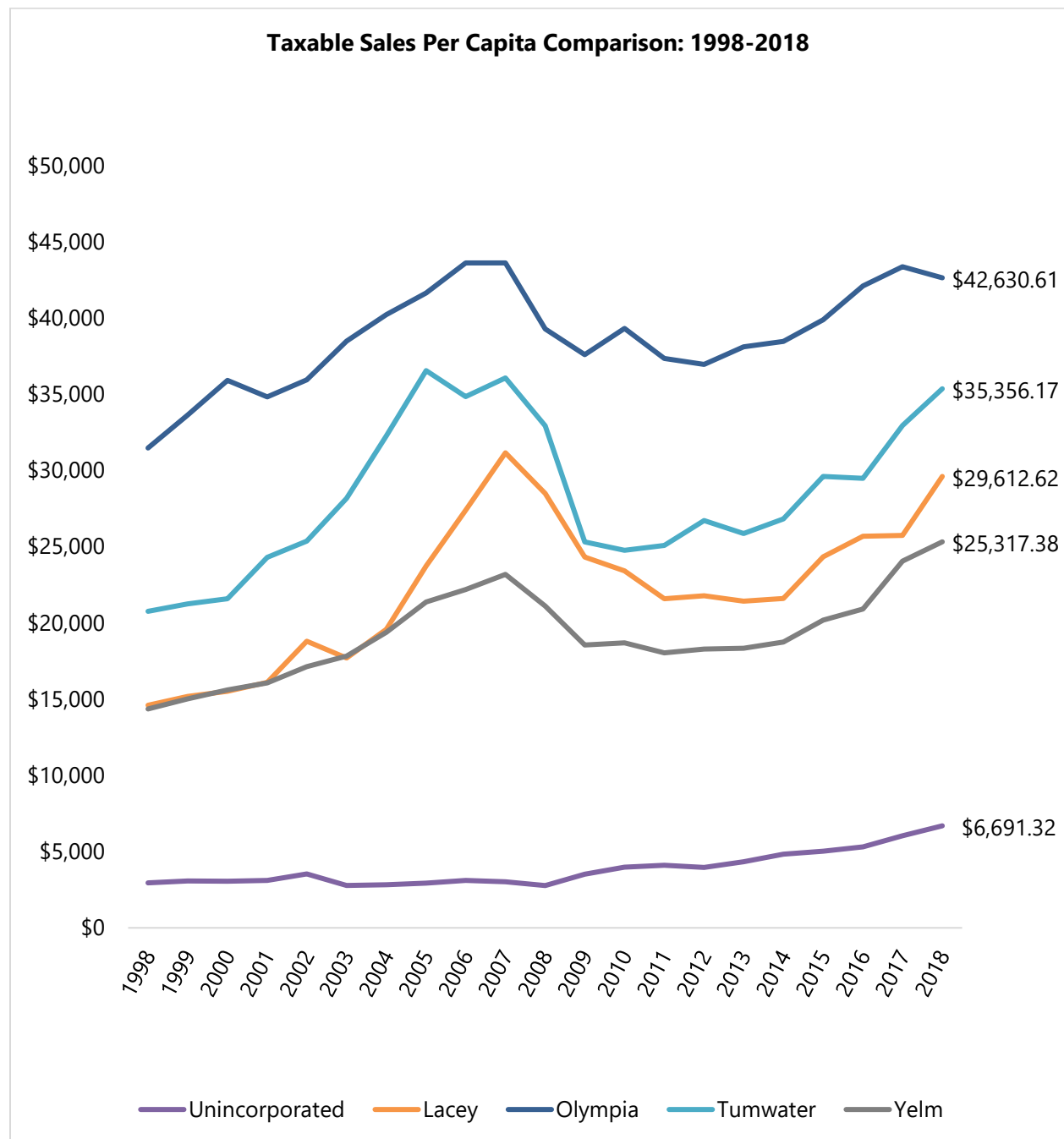
Source: Washington Department of Revenue, 2018

While Tumwater ranks fourth out of the five comparison jurisdictions² by sales volume, it actually ranks second for per capital sales activity. In essence, the City over performs in taxable sales activity for its size by capturing a larger share of regional spending.

² The Cities of Lacey, Olympia, Tumwater, and Yelm and Thurston County.

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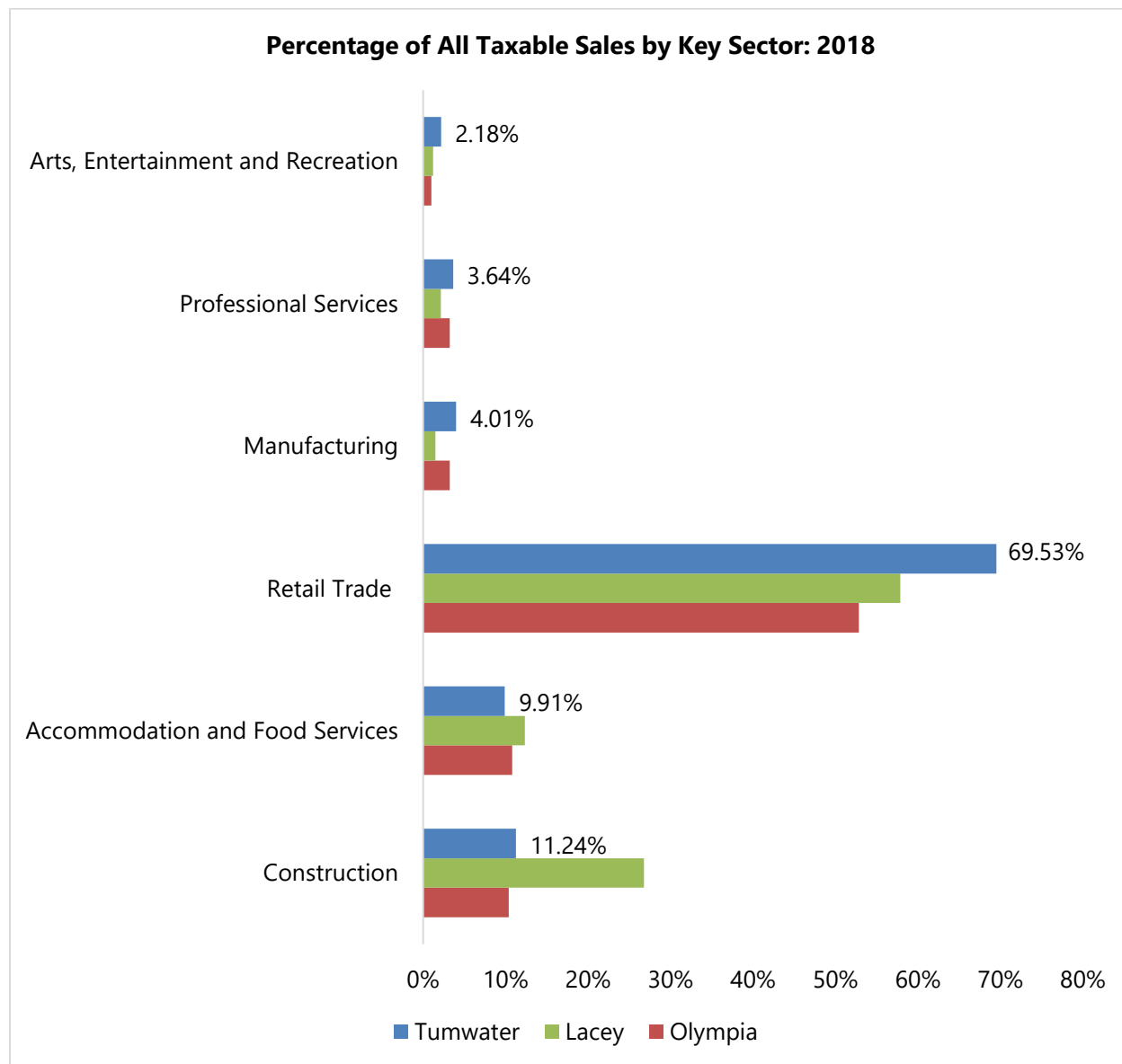


Sources: Washington Department of Revenue, OFM, and JRO + CO, 2018.

The graph below shows the relative percentage of total sales generated by key economic sectors for each jurisdiction in 2018. Retail is by far the largest sales tax generator for all jurisdictions. Tumwater relies slightly less on retail than the other jurisdictions, and more on arts, entertainment and recreation as well as professional services and manufacturing.

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Source: Washington Department of Revenue, 2018

Implications for Economic Development Planning

- Tumwater has increased its share of the regional retail market.
- There could be a potential opportunity for the City to explore in building on its professional services and manufacturing sectors.
- The City will need to be prepared to adjust its retail strategy as market share for online sales continues to grow.

OVERVIEW OF TUMWATER'S ECONOMIC DEVELOPMENT STRATEGY

In creating this Plan, economic development was defined as the effort to retain and attract capital and talent. This document therefore focuses on strengthening and enhancing the City's economic base by retaining existing firms and attracting new investment in a manner that is consistent with the City's Vision.

The anticipated benefits of these economic development efforts include a strong local job market; diverse local shopping and recreation opportunities; moving the City's vision of redevelopment of key areas of the City forward, and creating vibrant and active community with strong amenities. An ever-present consideration for the City Council was the need to strengthen the City's tax base and enable the City to continue to provide high quality services for residents, businesses, and property owners.

This Plan seeks to retain and attract capital and talent through development that is consistent with the direction provided by Tumwater residents and the City Council, themes and approaches articulated in the City Council's Strategic Priorities and Goals, and the key analytic findings summarized earlier in this document. These parameters can be summarized as:

- **Be consistent with the community Vision** of being people-oriented and highly livable, with a strong economy, dynamic places, vibrant neighborhoods, a healthy natural environment, diverse and engaged residents, and a living connection to its history.
- **Provide a predictable and efficient process for investors**, allowing development that is aligned with guiding regulations and codes.
- **Meet the City's fiscal needs and follow citizen direction to respond with proactive economic development** (see Summary of Analytic Findings).
- **Take advantage of locational, economic, and community strengths**, including Tumwater's location along I-5 and US-101, the diversity of its existing economic base, and a strong community character.
- **Maintain and strengthen the diversity of Tumwater's economy**, with proactive efforts in office, light industrial and manufacturing, and retail sectors.
- **Locate commercial users strategically**, taking advantage of the City's large geography to create specialized business districts that minimize disruption to residents and other institutions or businesses.
- **Establish dynamic places** for residents and visitors.

- **Support local efforts in on-line retailing** to address the fundamental change in commercial markets such as through collaborating with the Thurston County Economic Development Council or another provider to offer educational workshops, training, and business set-up as well as proactive outreach to existing small businesses to help with e-tail platform development.
- **Use strategic targeted public investment** to leverage private and other sources of investment.
- **Target strategic priorities and redevelopment areas** to bring the City's initiatives to fruition.

DIRECTION FROM THE STRATEGIC PRIORITIES AND GOALS

The City Council provided clear direction through the following Guiding Principles for Economic Development:

- **Focus economic development in support of the City's Vision**, enhancing quality of life and strengthening community assets including the City's livability, strong neighborhoods, aesthetic quality, and a beautiful natural environment featuring views of Mount Rainier and the Olympics. Balanced economic development is desired, so that the scale, scope, and location of development support rather than overwhelm these other assets.
- **Make the most of the community's assets**, including its role as a regional commercial center, diverse economic base, airport, historical resources, and location on along both I-5 and the Deschutes River Valley.
- **Continue to foster a diverse economy, building on existing sectors, and locating new businesses appropriately** to take best advantage of transportation infrastructure, minimize impact on other uses, and create opportunities for synergies such as mixed-use development or residential, commercial, and employment uses located within walking distance of one another. Light industrial or manufacturing development in particular should be located carefully to minimize impacts to other uses.
- **Be strategic, efficient, and innovative**, focusing the City's economic development efforts and resources on supporting portions of the economy that might not otherwise flourish initially on their own. Enlist partners throughout the City and the region in support of the City's efforts and for the benefit of the larger community. Facilitate desirable development by being communicative, predictable, transparent, and solution-oriented in policies, investments, and interactions with the business and development communities.

This Plan responds to this direction with specific and proactive strategies to strengthen targeted sectors of the economy, as well as overarching priority to improve the City's development climate that will encourage growth in all sectors. Particular attention is given to opportunities associated with specific places, recognizing the potential economic and community development impact of the former Olympia Brewing Company properties, the Olympia Regional Airport, Tumwater Town Center, and evolving business districts such as Brewery District, Capitol Boulevard Corridor, and the Littlerock Road Subarea.

STRENGTHENING TUMWATER'S DIVERSE ECONOMY

Goals and Strategies build from the direction and themes to encourage investment in each of Tumwater's core economic sectors:

- **Office-based employment.** State and private offices have evolved to be a central component of Tumwater's economic base, contributing a large number of well-paying jobs. Strategies in this Plan continue to take advantage of this strength by retaining existing users; attracting complementary businesses, including retailers and restaurants that cater to office workers, as well as complementary businesses such as partners and suppliers; consultants and other professional services, and encouraging office workers who currently live outside the community to consider relocating to Tumwater.
- **Light industrial and manufacturing.** Tumwater has higher employment levels in manufacturing, wholesale trade, transport, warehousing, utilities, and construction/resources than many other communities. Such businesses tend to benefit from Tumwater's strengths in location and transportation access, provide living-wage jobs, and offer opportunities for further growth and diversification by evolving into clean energy areas. Related strategies in this Plan include supporting and retaining existing firms and promoting Tumwater's clean energy sector.
- **Retail.** Tumwater's retail opportunities and economic development strategies fall along the spectrum as described below.
 - **Large-scale retail.** Significant revenues for the provision of City services come from Tumwater's retail sector and in particular from sales by national retailer in the community's strongest retail sectors: General Merchandise, Building Material/Garden Supply, and Automobile Sales. The City Council's Strategic Priorities and Goals recognizes the important role such retailers will continue to play in the City's future. Strategies should focus on retaining and facilitating growth through retailer expansion and synergy in the business districts.

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- **Community oriented retail.** Tumwater’s smaller-scale retail presents opportunities both for economic diversification and for community building and place making. These are strong areas of emphasis of this Plan, with specific strategies calling for support for small-scale businesses, the development of dynamic and attractive business districts, and zoning and infrastructure investments that encourage both small neighborhood-serving retail nodes and larger community retail centers.
 - **On-line retail.** A fundamental change in commercial markets is underway. Tumwater needs to address the market realities of a shrinking “brick & mortar” trend and an expanding online retail sector with accompanying change in taxable revenue.
-

This Plan is summarized at a high level on the following pages, showing the supporting strategy under each of the Plan’s eight Goals.

- **Goal 1** focuses on a priority area, which is enhancing the City’s development climate. Establishing predictable, positive rules and processes for investors is seen as critical to ensuring that Tumwater remains an economically vital community.
- **Goals 2, 3, and 6** focus on strengthening specific aspects of the City’s existing economy: retaining its existing businesses and building on strengths in light industrial and manufacturing, office-based employment, the New Market Industrial Campus and the Olympia Regional Airport.
- **Goals 4 and 5** focus on taking advantage of a specific economic development asset that has the potential to reshape the region’s economy: the brewery properties and the craft food and beverage industry.
- **Goal 7** encourages office development and other options to strength the Tumwater Town Center.
- **Goal 8** encourages economic development that strengthens the Tumwater community.
- **Goal 9** establishes an approach to strengthening Tumwater’s image and role as a regional destination.

IMPLEMENTATION PLANNING

This document establishes strong guidance for the City as it implements its economic development activities. Timelines and lead departments are assigned. This implementation guidance should be used to link pursuit of the Plan’s Goals and Strategies

with City Council and Planning Commission agendas and City department work planning and performance review processes.

To implement these ambitious efforts effectively, the City will need a dedicated economic development staff position. Until such a position can be funded, it will be necessary to utilize existing staff to perform as many of these functions as feasible. Some activities cannot be advanced without a dedicated economic development lead; the timeline for such items is identified as "To be determined."

LAND USE CHARACTERISTICS

In developing this Plan, it was recognized by City Council that each of the land uses listed below could have both positive and negative impacts on the community. These impacts were strongly considered when creating this Plan's Goals and Strategies.

- **Public and private offices.** Provide the highest employment density; larger offices bring wealth into the community and local offices provide services to local residences and businesses; both generate modest revenue, particularly during the mid-day (e.g. restaurants, services). They may provide community development opportunities and proximity to housing can reduce commute times. The primary downside is an increase in traffic during commute hours.
- **Light industrial businesses.** Provide modest increases in local employment opportunities; generate modest revenue; and help diversify the City's economy. However, uses can be aesthetically unappealing and create a potential for noise and modest traffic impacts.
- **Large warehouses, distribution, and logistics centers.** Generally, provide the lowest employment density and modest revenue; increase truck traffic; create impacts to the City's visual appearance; and consume large amounts of industrial land.
- **Large-scale retail stores.** Provide a significant increase to the City's tax base through sales tax; attract more shoppers to Tumwater, which will support some local retailers; and increase local shopping opportunities. However, these uses generate significant traffic; affect the City's visual appearance; and can increase competition for some locally owned retailers. Most of the large retailers have already saturated the market and due to changing dynamics in the retail world, it is unlikely we will see any others in Tumwater.
- **Neighborhood scale retail.** Provides moderate increases to the City's tax base through sales taxes; generates moderate increases in local traffic; and provides

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increased local shopping opportunities. They can play an important role in community development.

SUMMARY OF PLAN GOALS AND STRATEGIES

 **Note:** Goals are not listed in order of priority.


Goal #1: Establish a development climate that stimulates economic activity and desirable investment

- A.** Maintain ongoing dialogue with key constituencies to ensure a common understanding of the City's economic development Goals and development regulations
- B.** Obtain regular feedback about the City's development regulations and processes
- C.** Promote Tumwater as an attractive location for business investment
- D.** Ensure a predictable and efficient experience for business owners and developers seeking to invest in Tumwater  **PRIORITY ITEM**

Goal #2: Retain and support existing businesses

- A.** Communicate that existing businesses are valued and that the City will do what it can to retain them in the community
- B.** Facilitate the development of clusters by convening and attracting complementary businesses
- C.** Collaborate with partners to understand and seek to respond to the needs of the City's existing businesses
- D.** Provide resources and programs to support Tumwater's small businesses
- E.** Encourage the success of Tumwater's home-based businesses

Goal #3: Grow the City's light industrial and manufacturing sectors

- A.** Communicate the continued importance of Tumwater's industrial employers and their economic impact in the community
- B.** Understand and respond to the needs of industrial users
- C.** Seek to utilize the transportation infrastructure in the City to support and grow its industrial and manufacturing sectors  **PRIORITY ITEM**
- D.** Grow and promote Tumwater's clean energy and green business sectors
- E.** Through partnerships, promote workforce development and education in order to ensure sufficient supply of workers and create opportunities for individuals

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F. Encourage businesses that support the City's dominant government cluster


Goal #4: Make strategic use of the brewery properties and surrounding Brewery District to strengthen the City's economic base


A. Explore strategies to renovate the Old Brewhouse through grants, donations, and public/private partnerships for rehabilitation consistent with the New Market Historic District Master Plan and the Park, Recreation, and Open Space Plan

B. Implement the Brewery District Plan with public and private investment to revitalize the Brewery Neighborhood and take advantage of this remaining historic core to the City and valuable neighborhood asset  **PRIORITY ITEM**

C. Expand economic opportunity and activity in the Brewery District  **PRIORITY ITEM**


D. Create a stronger sense of place in the Brewery District by facilitating pedestrian access, establishing gathering places for residents, and fostering a distinct District identity **Goal #5: Develop the City's craft food and beverage sector**

A. Develop a Center of Excellence around the City's craft food and beverage sector in partnership with local educational opportunities  **PRIORITY ITEM**

B. Grow the City's craft food and beverage sector to include producers, manufacturers, and markets  **PRIORITY ITEM**

C. Work to create distinctive brands and signage for areas of the City that are centers of the City's craft food and beverage sector


Goal #6: Work with the Port of Olympia to develop the New Market Industrial Campus and the Olympia Regional Airport

A. In partnership with the Port, facilitate commerce and productivity, as well the efficient movement of goods and provision of services  **PRIORITY ITEM**




B. Collaborate with the Port in the preparation and implementation of a Master Development Plan for the area

C. Embrace the Olympia Regional Airport as a Valuable Economic Asset

Goal #7: Solidify and advance the future of the Tumwater Town Center

- A.** Evaluate the feasibility of the established Tumwater Town Center vision for mixed-use development
- B.** In partnership with the Port, encourage development by establishing a non-binding master site plan for Port-owned properties within the Tumwater Town Center
- C.** Consider additional investments and incentives if necessary to encourage development in the medium- to long-term, such as transit centers in ideal locations
- D.** Treat Tumwater's office market as an economic development asset and a foundation to build upon in advancing the Tumwater Town Center  **PRIORITY ITEM**

Goal #8: Encourage economic development that strengthens the Tumwater community

- A.** Support multiple models of community-oriented development
- B.** Strengthen the identity and management of the City's business districts
- C.** Support the transformation of Capitol Boulevard by pursuing opportunities to implement the Capitol Boulevard Corridor Plan  **PRIORITY ITEM**
- D.** Implement the Littlerock Road Subarea Plan to encourage private development in the area  **PRIORITY ITEM**
- E.** Consider a 93rd Avenue/I-5 Interchange Subarea Plan to help guide growth, transportation, and land use  **PRIORITY ITEM**
- F.** Support the development of the Warehouse and Craft Districts and broader craft food and beverage growth opportunities as outlined under Goal #5

Goal #9: Strengthen Tumwater's image and advance the community as a regional destination

- A.** Strengthen community identity and promote a positive image
- B.** Promote Tumwater as an attractive residential location for office workers
- C.** Promote the region's attractions and strengthen Tumwater's tourism infrastructure
- D.** Recruit educational institutions to strengthen Tumwater's economic base and enhance the dynamism of the community
- E.** Recognize Interstate 5 as a valuable economic asset.

HOW TO READ THIS PLAN

The City's **Vision, Mission, and Belief Statements** provide overarching direction for the future of the community. Other direction from the City Council's Strategic Priorities and Goals is shown through the document.

The **Summary of Plan Goals and Strategies** provides a high-level overview of the Economic Development Plan's eight Goals and supporting Strategies.

The remaining document presents each Goal in full detail, with introductory text, explanation of the lead and timeline for each strategy, and identification of priority items. The following icon is used to identify changes to Tumwater's zoning or development regulations.

■ Modifications to zoning and development regulations

GOALS AND STRATEGIES

Goal #1: Establish a development climate that stimulates economic activity and desirable investment

The City's Economic Development Plan strongly prioritizes a development climate that attracts and facilitates investment in the Tumwater community. This focus on refining the City's most fundamental interaction with business is a foundational element to the City's economic development strategy. It is an area where the City has direct influence and can affect a significant positive difference without costly investment. Further, the City recognizes the importance of strengthening its interactions with investors and sending a message to the market that investment is desired in Tumwater.

The City's regulation of and interaction with potential investors should actively facilitate desirable development, while preserving key economic and community assets such as Tumwater's natural areas and attractive residential neighborhoods. This broad aim will be accomplished by continuing to have a culture supportive of economic development throughout the City, as well as by making ongoing improvements to existing development regulations, systems, and processes.

This Goal establishes specific strategies to improve Tumwater's development climate to establish clear expectations of investors, appropriate regulations, and smooth, predictable processes. As these improvements are made, they will be promoted to potential investors, as will a summary of properties available for development or redevelopment. These communications will help raise awareness of the community's substantial development opportunities. The result will be an increase in desirable investment in the community and achievement of the desired outcomes associated with economic development.

This Plan also calls for ongoing engagement with key stakeholder groups, including residents, business owners, property owners, and potential investors, to promote a common understanding of the need for and broader strategy behind the City's economic development efforts.

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	Lead	Ongoing	Years		
			1-4	5-8	9+
A. Maintain ongoing dialogue with key constituencies to ensure a common understanding of the City's economic development Goals and development regulations	City Admin	√			
1. Implement this Plan through outreach to the City's economic development partners	City Admin	√			
<ul style="list-style-type: none"> ▪ Discuss the City's vision, priorities, and purpose ▪ Explore opportunities to expand coordination and collaboration among the City and its economic development partners 					
2. Use social media as an economic development tool to provide regular updates of the City's economic development efforts and private sector development activity	ED Staff ³	-	-	-	-
3. Obtain diverse and representative input when significant policy changes are considered, seeking input by residents, business owners, and members of	City Admin	√			

³ Until Economic Development staff is hired, the Executive and Community Development Departments will do tasks assigned to Economic Development staff.

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		Years			
	Lead	Ongoing	1-4	5-8	9+
the development community					
4. Communicate regularly with residents about the City's economic development Goals and efforts	City Admin	√			
5. Maintain strong connections to Tumwater's business owners, treating them as key community stakeholders	City Admin	√			
<ul style="list-style-type: none"> ▪ Modify the City's contract with the Thurston County Economic Development Council to include a summary of feedback on the City's development climate obtained through the EDC's business outreach efforts 	City Admin	√			
<ul style="list-style-type: none"> ▪ Conduct regular outreach to the City's largest employers 	ED Staff	-	-	-	-
<ul style="list-style-type: none"> ▪ If possible, conduct "exit interviews" with businesses that leave Tumwater 	ED Staff	-	-	-	-
<ul style="list-style-type: none"> ▪ Establish a single point of contact at the staff level for the City's economic development partners and continue to 	City Admin		√		

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	Lead	Ongoing	Years		
			1-4	5-8	9+
participate regularly in partner meetings					
6. Look for ways to build partnership opportunities with the Squaxin Island Tribe, Nisqually Indian Tribe, and Confederated Tribes of the Chehalis Reservation	City Admin	√			
7. Look for ways to support equity in community through economic development	City Admin	√			
B. Obtain regular feedback about the City's development regulations and processes ■	City Admin	√			
1. Maintain an effective and ongoing feedback loop with development applicants to continue to improve services	Comm Dev	√			
2. Proactively seek input from randomly selected business owners and developers involved in various points of the City's development process	City Admin	√			
3. Review the Economic Development Plan on a regular basis to ensure that it continues to work with other City strategic priorities, plans, and regulations	City Admin	√			

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	Lead	Ongoing	Years		
			1-4	5-8	9+
C. Promote Tumwater as an attractive location for business investment	City Admin ED Staff	√			
1. Establish key economic development messages to be communicated on the City's website, social media, in printed materials, and in economic development events and discussions	City Admin ED Staff		√		
2. Maintain the City's website through a user-centered format and ensuring that economic development pages are easily accessed from the home page	City Admin ED Staff		√		
3. Provide "plain talk" interpretations of the City's development regulations on the City's website and in simple printed handouts	Comm Dev		√		
4. Continue to collaborate with partners to market opportunities in Tumwater	City Admin ED Staff	√			
5. Create promotional collateral that describes the City's demographics, market position, and specific development opportunities	City Admin ED Staff		√		
▪ Aggregate and communicate development opportunities by geography or allowable use, promoting	City Admin ED Staff		√		

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	Lead	Ongoing	Years		
			1-4	5-8	9+
opportunities in individual commercial districts or across the City for specific user types such as office-based employers or light industrial and manufacturing users					

PROMOTING TUMWATER TO INVESTORS

Key messages include:

- Communicate that economic investment in Tumwater is desired
- Promote the City's development climate, with predictable processes and competitive regulations and fees.
- Describe the City's significant strengths and assets that provide substantial benefits to tourists, businesses, and developers

TUMWATER'S DEVELOPMENT OPPORTUNITIES

Strategy C above calls for actively promoting development opportunities in Tumwater using printed, on-line, and social media materials to aggregate and highlight opportunities by geographic area and development type. These materials can be featured on the City's website and social media and used in conversation with business owners looking to expand or locate in Tumwater, investors active in the region, and the City's economic development partners.

The following brief descriptions highlight key areas with economic development potential for new development or redevelopment:

Capitol Boulevard Corridor: Redevelopment opportunities along this important corridor should be aggregated and promoted collectively and guided by the Capitol Corridor Plan. The attractive characteristics of the area should be described, including access to I-5, commute volumes, and proximity to neighborhoods, as well as the community's desire for a dynamic and walkable business district.

Littlerock Road Subarea: Opportunities for both large-scale retail development and neighborhood-scale commercial in this area with strong I-5 visibility and access should be promoted, consistent with the Littlerock Road Subarea Plan.

Tumwater Boulevard West of I-5: There is an opportunity to increase the number of automobile dealerships in this area. This opportunity should be promoted given the region's strength in automobile sales, the potential tax revenues such uses may generate, and the ability to access dealerships easily from I-5 without disrupting nearby neighborhoods.

93rd Avenue Southwest: With the 93rd Avenue/I-5 interchange, this area is well suited to uses that benefit from easy access to the interstate. Desirable uses for this area include large-scale retail and industrial businesses, both of which are consistent with the existing Light Industrial zoning. Goal 7, Strategy E would implement a subarea plan around the 93rd Avenue/I-5 interchange to help guide growth, transportation, infrastructure, and land use.

Brewery Properties: Goal 4 of this Plan focuses on promoting desirable use of the brewery properties, including dynamic mixed-use development west of Capitol Boulevard that features a regional retail or entertainment destination and light industrial employers east of Capitol Boulevard.

Tumwater Town Center: Promotion of development opportunities within the Tumwater Town Center should correspond to the results of the effort described in Goal 6, Strategy A to evaluate the feasibility of the established vision for the area, and in alignment with the non-binding master site plan called for in Goal 6, Strategy B.

Craft Food and Beverage: Promotion of development opportunities in the Warehouse District on Old Highway 99 and immediately south of the Brewery District should support the City's efforts to create opportunities for small brewing, distilling, food preparation, and personal care product preparation, as well as the Innovation Partnership Zone in the Craft Brewing and Distilling industry cluster.

Olympia Regional Airport: Promotion of airport-related development within and around the Olympia Regional Airport should be done in collaboration with the Port as outlined in Goal 5. Use of the airport for tourism travel to and from the region, linking the airport to local restaurants and hotels, would be a great benefit to the area. The City should collaborate with the Port to support and recruit airport-related businesses, such as flight schools, aircraft design and repair firms, and airport related innovation and manufacturing.

New Market Industrial Campus: Promotion of development within the New Market Industrial Campus should be done in collaboration with the Port as outlined in Goal 5.

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The City should work together with the Port in the preparation and implementation of the Master Development Plan for the area.

Mottman Industrial Park: Redevelopment and infill opportunities should be promoted, as much of this area was developed in the 1980s. The City should recruit businesses that can take advantage of the transportation assets in this area, including rail and access to I-5 and US-101.

Community-oriented development: Opportunities for neighborhood-serving retail and grocery-anchored retail centers throughout the City should be aggregated and promoted collectively.

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	Lead	Ongoing	Years		
			1-4	5-8	9+
D. Ensure a predictable and efficient experience for business owners and developers seeking to invest in Tumwater  PRIORITY ITEM	City Admin	√			
1. Ensure that development regulations are established in a planned and scheduled fashion and clearly communicated on the City website and in printed materials	Comm Dev	√			
2. Complete the Bush Prairie Habitat Conservation Plan in partnership with the Port to incorporate threatened or endangered species protections in a comprehensive and proactive manner	Planning	√			
▪ Communicate using social media and economic development materials the progress made on the issue					
3. Avoid mid-stream changes to development regulations in response to particular development proposals	City Admin	√			
4. Evaluate creative approaches to	City Admin		√		

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	Lead	Ongoing	Years		
			1-4	5-8	9+
establishing a City staff position responsible for economic development, including beginning with a part-time position or banking funding for the position until sufficient resources have been set aside					
5. Establish economic development and the potential to stimulate private investment as a criteria in the City's decision making process for allocating capital funding	City Admin		√		
<ul style="list-style-type: none"> ▪ Prioritize capital investment in areas with economic development potential, with a short-term focus on the Brewery District, craft food and beverage centers, the Capitol Boulevard Corridor, and the Littlerock Road Subarea 	City Admin		√		
6. Use education, training, and strong leadership to maintain a community development culture with a strong customer-service orientation	Comm Dev	√			

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	Lead	Ongoing	Years		
			1-4	5-8	9+
<ul style="list-style-type: none"> Encourage staff to help business owners and potential investors find suitable sites and solutions to challenges they encounter, while adhering to the community Vision and development regulations 	Comm Dev	√			
7. Ensure consistent, accurate, and easily understood information is provided by Community Development staff	Comm Dev	√			
<ul style="list-style-type: none"> Create “plain talk” handouts describing the City’s development regulations and how investors can successfully conduct business within the City 	Comm Dev ED Staff		√		
<ul style="list-style-type: none"> Continue to evaluate the protocols about what information should be provided at specific points in the development process 	Comm Dev	√			
<ul style="list-style-type: none"> Establish mechanisms to document what information has been provided to individual prospective investors at different points in the development process 	Comm Dev		√		

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			Years		
			Lead	Ongoing	1-4 5-8 9+
8.	Continue to track timelines for routine tasks and processing, including deadlines for response to inquiries by business owners and potential developers	Comm Dev			√
9.	Consider amending the Tumwater Municipal Code to establish a process for the Community Development Director to approve expedited processing of permit applications under certain circumstances ■	Comm Dev			√
10.	Consider establishing an enterprise fund to allow the purchase of up-to-date tools and systems to manage permitting	Comm Dev			√
11.	Benchmark the City's practices and regulations against those of neighboring communities	Comm Dev		√	
▪	Conduct an annual review of key policies and practices to ensure the City remains competitive ■	Comm Dev			√
▪	Investigate neighboring community practices whenever significant policy or procedure changes are considered	Comm Dev		√	

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	Lead	Ongoing	Years		
			1-4	5-8	9+
12. Track development inquiries and the status of investments by type and location	Comm Dev	√			
<ul style="list-style-type: none"> Provide quarterly summaries for use by elected officials and staff and as material for the City's economic development marketing efforts 	Comm Dev	√			

VENTERPRISE FUND

The income produced by a City's revenue-generating activity may in turn be invested in the systems that support the activity. In this case, the recommendation is to use all or a portion of the City's permit fees to purchase the tools needed to manage the permitting process effectively. Potential investments include a comprehensive permit tracking system with web-based progress reports for permit recipients.

EXPEDITED PERMITTING

The ability for a developer to move a project through the permitting process in a timely fashion can be extremely important. Depending on the nature of the project, the time required for this process can be a critical factor in determining in which community to build. By offering an expedited option, Tumwater will be in a more competitive position to receive such an investment.

As this option is developed, the City will consider the following conditions and alternatives to ensure there are no associated negative consequences:

- An expedited processing schedule should be approved only if other permit applications will not be delayed
- Contracting for permit review services should be considered as an alternative to prevent delays to other projects
- Any additional costs incurred by the City due to expedited processing should be paid by the permit applicant

Goal #2: Retain and support existing businesses

The retention and expansion of existing enterprises is an important starting-point for continued economic prosperity. The strategies contained in this Goal generally follow a two-step process of first engaging with the business community to understand the challenges and opportunities faced by business owners and then by responding in a supportive fashion as resources and limitations on the role of the City allow. Collaboration with its economic development partners can greatly augment what the City is able to do on its own in this area.

The following strategies make use of an interrelationship between business retention and business attraction. Retaining our existing businesses and aiding in its growth is significantly easier than recruiting new businesses and should be the first focus of the City. By being a business-supportive community, Tumwater will develop a positive reputation that may attract new businesses. In addition, through its business retention outreach, the City will learn about potential new businesses that would complement existing businesses. Synergistic relationships can be used to strengthen existing businesses by placing their suppliers, contractors, and other supporting partners near them, as well as growing a cluster of related businesses.

Tumwater's diverse economy hosts businesses that include multinational corporations, mid-sized businesses, small businesses, and nascent home-based businesses. Strategies for larger businesses include outreach and direct assistance on issues that can be addressed by the City and its partners. Support for small businesses is primarily to be provided in collaboration with the City's partners, and the strategies around home-based businesses are exploratory in nature, directing the City and its partners to understand better the needs and significance of this sector before committing to specific supporting strategies.

	Lead	Ongoing	Years		
			1-4	5-8	9+
A. Communicate that existing businesses are valued and that the City will do what it can to retain them in the community	City Admin	√			
B. Facilitate the development of clusters by convening and attracting complementary businesses	ED Staff	-	-	-	-

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	Lead	Ongoing	Years		
			1-4	5-8	9+
1. Identify potentially synergistic industries, services, and individual businesses during outreach to existing businesses and State offices	ED Staff	-	-	-	-
C. Collaborate with partners to understand and seek to respond to the needs of the City's existing businesses	ED Staff	-	-	-	-
1. As staffing allows, appoint a "Business Ombudsman" to serve as a first point of contact for businesses requesting assistance from the City	ED Staff	-	-	-	-
2. Provide site location and permitting assistance services for businesses seeking to expand	Comm Dev	√			
Related Strategies					
<ul style="list-style-type: none"> ED Plan: Goal 3 – light industrial and manufacturing ED Plan: Goal 6 – office uses 					
3. Form a committee comprised of City and public and private sector partners to anticipate and respond to businesses who are considering leaving the community	City Admin		√		
▪ Reach out to firms that may leave and address	City Admin		√		

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	Lead	Ongoing	Years		
			1-4	5-8	9+
contributing issues if feasible					
4. Conduct a "business survivability" survey with the City's partners to understand the most critical needs of the area's businesses	ED Staff		√		
5. Include consideration of infrastructure needs by businesses, seeking to adapt the City's investments to conform with evolving needs	Public Works ED Staff		√		
6. Partner with the Tumwater School District, the New Market Skills Center, and South Puget Sound Community College to provide targeted workforce development and connect these organizations with businesses that are hiring	ED Staff	-	-	-	-
D. Provide resources and programs to support Tumwater's small businesses	City Admin	√			
1. Ensure that the City's development regulations are responsive to the needs of small businesses, addressing concerns raised through outreach to business owners	City Admin Comm Dev		√		

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	Lead	Ongoing	1-4	Years 5-8	9+
2. Work with the City's partners to support businesses	City Admin ED Staff	√			
Potential options include:					
▪ Publication of an online local business directory					
▪ Establish a shop-local campaign, discount program, or local currency					
▪ Trainings for business owners					
▪ A business mentoring program					
▪ Providing support and training to independent businesses, enabling them to identify strategic niches and thrive					
▪ A grant/loan program for façade improvement, landscaping, or working capital					
▪ Work with the Thurston County Economic Development Council to support entrepreneurial efforts in the community					
E. Encourage the success of Tumwater's home-based businesses	ED Staff	√			
1. Ensure that the City's regulations avoid barriers to	Planning		√		

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	Lead	Ongoing	Years		
			1-4	5-8	9+
home-based businesses while minimizing negative impacts on nearby residents					
2. Collaborate with Homeowners Associates to reduce barriers to home-based businesses	Planning			√	
3. Collaborate with partners to track and evaluate the significance of the City's home-based business sector, evaluating the likely costs and benefits associated with strategies to support this sector	ED Staff			√	
<ul style="list-style-type: none"> Potential strategies include a mentoring program, facilitated gatherings of home-based entrepreneurs, shared meeting space and support services, or more in-depth incubation services 					

Goal #3: Grow the City's light industrial and manufacturing sectors

Tumwater is fortunate to have an economic base that includes light industrial and manufacturing employers that offer living wage jobs and draw economic activity to the area. This Plan establishes strategies to acknowledge, retain, and grow these firms.

The City's transportation infrastructure, including rail and freeway access and the presence of an airport, its location, and its lands with developable capacity are strengths to be utilized in these efforts. In addition, these assets position the City and its businesses well to participate in the emerging clean energy industry. The City and its partners can take an active role in strengthening existing clean energy businesses, helping local businesses grow into this market, and attracting new enterprises to grow the industry.

	Lead	Ongoing	Years		
			1-4	5-8	9+
A. Communicate the continued importance of Tumwater's industrial employers and their economic impact in the community	City Admin	√			
B. Understand and respond to the needs of industrial users	City Admin	√			
1. Meet regularly with the Thurston County Economic Development Council to discuss economic development issues	City Admin	√			
2. Conduct targeted outreach to understand and support the needs and redevelopment opportunities within the City's land zoned for industrial use	ED Staff	-	-	-	-
3. Prioritize the expansion of existing uses	City Admin	√			

	Lead	Ongoing	Years		
			1-4	5-8	9+
C. Seek to utilize the transportation infrastructure in the City to support and grow its industrial and manufacturing sectors ←PRIORITY ITEM		√			
1. Locate new industrial uses in areas well-served by truck routes that provide easy highway connections and minimize disruption to other users	Planning	√			
2. Recruit businesses that would benefit from the City's transportation assets, including the airport, access to I-5 and US-101, and rail	ED Staff	-	-	-	-
D. Grow and promote Tumwater's clean energy and green business sectors		√			
1. Monitor State efforts to understand and strengthen this portion of the economy	City Admin ED Staff	√			
2. Reach out to existing green businesses to understand and support their needs and to develop effective strategies to recruit similar businesses	ED Staff	-	-	-	-
3. Work with partners to recognize and promote Tumwater's existing clean	ED Staff	-	-	-	-

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	Lead	Ongoing	Years		
			1-4	5-8	9+
energy firms and green businesses					
4. Create a market for local clean energy and green products through City construction or purchasing and support demonstration projects in collaboration with the New Market Skills Center and local colleges	ED Staff	-	-	-	-
5. Incorporate economic development initiatives and the promotion of Tumwater as a green community through a City sustainability strategy	City Admin			√	
6. Work with partners to encourage recycling and energy conservation by Tumwater businesses	ED Staff	√	-	-	-
7. Participate in regional clean energy organizations and events	ED Staff	√	-	-	-
E. Through partnerships, promote workforce development and education in order to ensure sufficient supply of workers and create opportunities for individuals	City Admin ED Staff	√	-	-	-
1. Explore partnerships with higher education institutions to assist with initiatives through workforce development, education, innovation, and investment	ED Staff	√	-	-	-

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	Lead	Ongoing	Years		
			1-4	5-8	9+
2. Work with the Tumwater School District to develop opportunities for developing workforce pathways in careers that support local industries	ED Staff	√	-	-	-
3. Develop relationships with local workforce development organizations in order to help connect work force with industry needs	ED Staff	√	-	-	-
F. Encourage businesses that support the City's dominate government cluster	City Admin	√	-	-	-
	ED Staff				
1. Cultivate professional services and information technology businesses	ED Staff	√	-	-	-
2. Work with education partners to develop information technology programs from high school to higher education	ED Staff	√	-	-	-
3. Examine ways to simplify regulations and taxation to encourage small-scale professional service uses	ED Staff	√	-	-	-

CLEAN ENERGY

Washington State and many individual communities are investing heavily in the development of a nationally and internationally competitive clean energy industry. This interest is fueled by both environmental and economic motivations, with “green jobs” discussed perhaps more frequently than the environmental benefits anticipated with a shift towards renewable energy forms.

Tumwater is well situated to benefit from the growth of this sector. Many clean energy jobs will be with the light industrial and manufacturing firms that find the City’s buildable lands capacity, multi-modal transportation infrastructure, and educated workforce to be strong locational advantages. Clean energy represents a real opportunity to attract new businesses to Tumwater based on these assets, and a way for existing businesses to diversify into new markets. Growth in this sector is likely to be well supported by residents, as it congruent with the values and aspirations articulated by many community stakeholders throughout this planning process.

Goal #4: Make strategic use of the brewery properties and surrounding Brewery District to strengthen the City’s economic base


The former Olympia Brewing Company properties are key economic development assets, important to both Tumwater and the broader region. They feature specific challenges that need to be addressed collaboratively, and have the potential to serve as economic engines and iconic symbols for Tumwater long into the future. Achieving this status would return them to the role they historically played in the community.

While much of the old Tumwater was removed by the construction of I–5, the Brewery District contains the remnants of the old downtown and looks and functions like a historic core for the City. The area provides a mix of commercial, office, retail, restaurant, residential, and civic uses, and draws both freeway activity as well as activity from the City’s Old Town Center facility, the Tumwater Square retail area that is anchored by Safeway, the regional cemeteries, and the close proximity to Olympia. Redevelopment of the brewery site would result in significantly greater employment and intensity of activity in the Brewery District. It provides opportunities for mixed-use development, additional commerce, investment in civic infrastructure for gathering places and pedestrian improvements, entertainment uses, pedestrian-oriented development, and preservation of the remaining historic center of the City.

The Brewery District Plan establishes specific strategies for the brewery properties and the larger Brewery District as described below.


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	Lead	Ongoing	Years		
			1-4	5-8	9+
A. Explore strategies to renovate the Old Brewhouse through grants, donations, and public/private partnerships for rehabilitation consistent with the New Market Historic District Master Plan and the Park, Recreation, and Open Space Plan	City Admin	√			
B. Implement the Brewery District Plan with public and private investment to revitalize the Brewery Neighborhood and take advantage of this remaining historic core to the City and valuable neighborhood asset  PRIORITY ITEM	City Admin ED Staff Public Works	√			
1. Strategically invest in infrastructure, parks and open space, historic and cultural arts, recreation, and promotional opportunities to revitalize the Brewery Neighborhood consistent with the Brewery District Plan	City Admin ED Staff Public Works	√			
2. Encourage development by reducing and adjust the timing of impact fees within the Brewery District	Planning		√		
3. Consider a grant program or Business and	City Admin		√		

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	Lead	Ongoing	Years		
			1-4	5-8	9+
Occupations tax credit to pay for façade improvements and other smaller projects					
4. Use design and development standards to create high quality development and create a quality public domain (lighting, sidewalks, signs, etc.), and a cohesive look and feel	Comm Dev Public Works	√			
5. Prioritize and implement safety and comfort enhancements for nonmotorized users and improve transit, bicycle, and pedestrian access into the Brewery District	Public Works	√			
6. Explore strategies for minimizing the negative impacts of on-site surface parking and update the current parking and access management framework	Planning		√		
7. Preserve, highlight, and celebrate the Brewery District's historic heritage	City Admin ED Staff	√			
C. Expand economic opportunity and activity in the Brewery District	City Admin ED Staff	√			
 PRIORITY ITEM					
1. Create opportunities for the development of "third-place" activity, which are	ED Staff	√			

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	Lead	Ongoing	Years		
			1-4	5-8	9+
places people can gather outside of work and home, and retail hubs such as micro-breweries, coffee shops, and a senior center					
2. Attract mixed-use, high-density residential uses to increase foot-traffic customers in the Brewery District	ED Staff	√			
3. Provide for a mix of home-business and retail uses in the Bates Neighborhood	ED Staff	√			
4. Identify potential redevelopment scenarios for key opportunity sites with willing land owners	ED Staff	√			
5. Coordinate with regional workforce, business, and economic development partners to track and implement location-appropriate job and industry development opportunities	City Admin ED Staff	√			
6. Implement a Main Street Program or similar effort to actively engage local businesses, land owners, and other stakeholders in the revitalization program	City Admin ED Staff		√		
D. Create a stronger sense of place in the Brewery District by facilitating pedestrian	Planning	√			

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	Lead	Ongoing	Years		
			1-4	5-8	9+
access, establishing gathering places for residents, and fostering a distinct District identity					
1. Evaluate opportunities for a pedestrian-oriented "Main Street"	City Admin ED Staff		√		
2. Introduce public uses that bring people to the Brewery District, which may include mini-parks, green spaces, Farmers' Market, or a public facility in the District	City Admin ED Staff	√			
3. Evaluate the possibility of creating gateways at key entry points to the Brewery District and/or the City, where appropriate and feasible	City Admin ED Staff		√		
4. Facilitate opportunities for pedestrian-oriented mixed-use and commercial development	City Admin ED Staff		√		
5. Consider providing public art at key locations	City Admin ED Staff		√		
6. Consider use of distinct "branding" through signage and other means to increase sense of place	City Admin ED Staff		√		
7. Ensure that public access to the Deschutes River is provided when a site adjacent to the river is	Comm Dev	√			

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	Years				
	Lead	Ongoing	1-4	5-8	9+
redeveloped, consistent with the requirements of the City's Shoreline Master Program					

Goal #5: Develop the City's craft food and beverage sector

Building on the City's history, work with a team of partners to develop the City's craft food and beverage sector as a means to incentivize redevelopment of the brewery site and build on the historic brand.


The Craft Brewing and Distilling Center would be a "Center of Excellence" for the rapidly growing brewing and distilling industries in Washington. There are 256 craft breweries in Washington. It is an industry that has grown by 17.6% in 2014 and represents a \$19.6 billion economic impact according to the Brewers Association. Craft distilleries, which have only been allowed since 2008, now number over 89 with applications pending for a dozen more.

The Center of Excellence would have a regional focus to facilitate craft brewing and distilling activities, extend industry research, education, workforce training, and public information. Such a facility would serve as an incubator for small brewers and distillers and provide public amenities such as a museum, river walk, trail connections, and preservation of the iconic and historic Old Brewhouse.

	Lead	Ongoing	Years		
			1-4	5-8	9+
A. Develop a Center of Excellence around the City's craft food and beverage sector in partnership with local educational opportunities  PRIORITY ITEM	City Admin	√			
B. Grow the City's craft food and beverage sector to include growers, producers, manufacturers, and markets  PRIORITY ITEM	City Admin	√			
C. Work to create distinctive brands and signage for areas of the City that are centers of the City's craft food and beverage sector	City Admin	√			

Goal #6: Work with the Port of Olympia to develop the New Market Industrial Campus and the Olympia Regional Airport

While the future contributions of the Port's New Market Industrial Campus and the Olympia Regional Airport to the City and regional economy are difficult to foresee, it is clear that they should be protected and developed as future opportunities arise to the greatest benefit of the regional community. While this Plan establishes strategies to continue to grow these businesses in the short-term, their greater value will likely be recognized many years from now through the continued cultivation of these unique assets.

			Years		
	Lead	Ongoing	1-4	5-8	9+
A. In partnership with the Port, facilitate commerce and productivity, as well the efficient movement of goods and provision of services  PRIORITY ITEM	City Admin	√			
B. Collaborate with the Port in a shared development strategy that includes the preparation and implementation of the Real Estate Master Development Plan for the area	Comm Dev		√		
1. Work with the Port to support development in the New Market Industrial area that will lead to street improvements to City standards	City Admin	√			
C. Embrace the Olympia Regional Airport as a valuable economic asset	City Admin	√			
2. Support the continued use of the airport and lands	City Admin	√			

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	Lead	Ongoing	1-4	Years	
				5-8	9+
adjacent to the airport for aviation and aviation-related uses					
3. Collaborate with partners to support and recruit airport-related businesses	City Admin	√			
▪ Recruit directly airport-dependent businesses such as flight schools, aircraft design or repair firms, and aircraft part dealers and service firms			√		
▪ Recruit businesses that use the airport for the movement of people or freight					√
4. Encourage the implementation of regularly scheduled passenger air traffic	City Admin				√
5. Encourage use of the airport for tourism travel to and from the region, linking the airport to local restaurants and hotels	City Admin	√			
6. Pursue advanced manufacturing, avionics, robotics, and composites programs with the Port of Olympia and education partners	City Admin		√		

Goal #7: Solidify and advance the future of the Tumwater Town Center

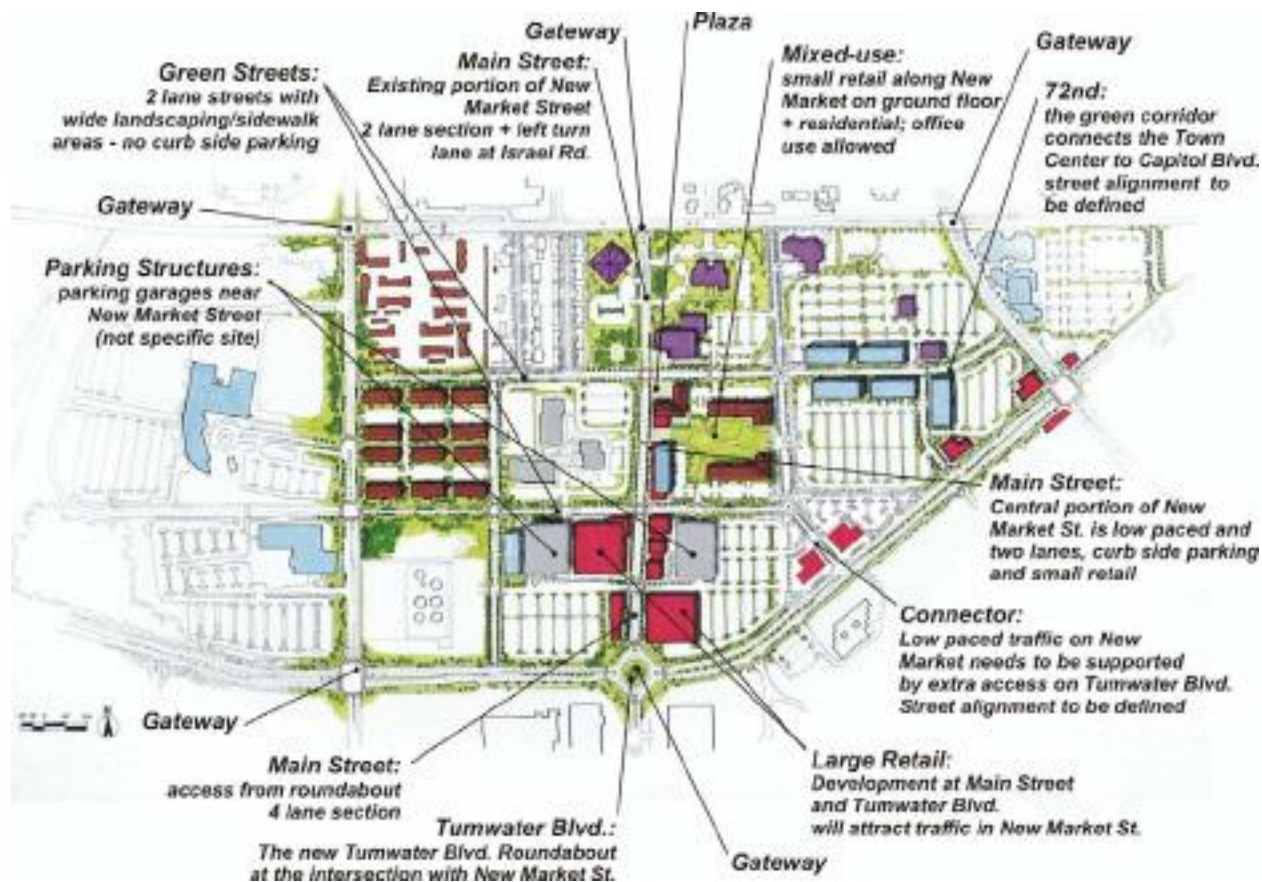
The established vision for Tumwater Town Center calls for a mix of retail, office, and service businesses, as well as residential uses and community gathering facilities. Since this vision was articulated in the Tumwater Town Center Plan Street Design in 2004, subsequent development has occurred in the form of State office buildings and ancillary supporting retailers, restaurants, and services.

While the mixed-use development of Tumwater Town Center is a long-term vision that may require patience, time, and public investment to achieve, it is prudent to continue to test its viability and modify the approach if necessary. This Plan calls for examining the likelihood of achieving the established vision given available residential lands. This may also involve establishing a non-binding master plan in partnership with the Port based on the results of this test and the Port's preparation of a Master Development Plan for its properties in their portion of the Tumwater Town Center and their New Market Industrial properties. The non-binding master plan would resolve ambiguities that persist in the marketplace about the properties and provide certainty for future development.

State agencies are an important foundation for Tumwater's economy. As such, Tumwater should continue to cultivate and welcome State agencies and affiliated contractors. At the same time, the City should also continue to look for opportunities to broaden its employment base to buffer against State government employment downturns and to provide a more diverse income base.

The existing office buildings in the area, many of which house State agencies, will serve as a foundation for efforts to advance the Tumwater Town Center project, whether the established mixed-use vision remains or is modified. This Plan calls for treating these offices as an economic development asset to be retained and expanded upon through the attraction of complementary businesses.

Town Center Street Design



		Years				
		Lead	Ongoing	1-4	5-8	9+
A. Evaluate the feasibility of the established Tumwater Town Center vision for mixed-use development		Planning				
1. Revisit the Tumwater Town Center Plan	Planning			√		
2. Compare the residential density required to support the mixed-use vision for the Tumwater Town Center with the buildable capacity of available land	Planning			√		


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	Lead	Ongoing	Years		
			1-4	5-8	9+
B. In partnership with the Port, encourage development by establishing a non-binding master site plan for Port-owned properties within the Tumwater Town Center ■	Planning		√		
1. Determine allowable uses, roads, transit service, and public amenities in concordance with the results of the Tumwater Town Center Feasibility Study <ul style="list-style-type: none"> ▪ If the vision is not supported, encourage the further development of commercial and civic uses ▪ If the vision is determined to be feasible, explore opportunities to spur residential and commercial development by: <ul style="list-style-type: none"> - Investing in amenities and place-making - Reducing parking requirements for residential development - Evaluating opportunities to 	Planning		√		

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	Lead	Ongoing	Years		
			1-4	5-8	9+
employ the Multifamily Tax Abatement or other incentives for residential development					
▪ Implement the street plan to reduce the size of existing blocks		√			
2. Work with the Port to the Port to complete the street grid and utilities to facilitate development in the Town Center	City Admin	√			
3. Work with the Port to explore removing the restrictions on residential development in areas not under the flight path like the Town Center.	City Admin		√		
C. Consider additional investments and incentives if necessary to encourage development in the medium-to long-term, such as transit centers in ideal locations	City Admin				√
D. Treat Tumwater's office market as an economic development asset and a foundation to build upon in advancing the Tumwater Town Center  PRIORITY ITEM	ED Staff	-	-	-	-
1. Retain existing office-based employers and recruit	ED Staff	-	-	-	-

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	Lead	Ongoing	Years		
			1-4	5-8	9+
complementary uses, including suppliers, contractors, and other retail and service businesses that frequently interact with State agencies					
<ul style="list-style-type: none"> Conduct regular outreach to State agencies to understand and respond to their needs Understand the types of businesses that State agencies frequently interact with and recruit firms to locate nearby 					
2. Concentrate the location of State offices by advising the State Capitol Committee against future expansions of the Preferred Leasing and Development Areas	City Admin	√			
3. Build commercial service nodes around office locations ■	Planning	√			
<ul style="list-style-type: none"> Ensure zoning and traffic infrastructure allows the creation of commercial nodes near office complexes Establish walking linkages between office complexes and Capitol Boulevard 			√	√	

Goal #8: Encourage economic development that strengthens the Tumwater community

Tumwater has the potential to develop a number of business districts, each with its own character and role in the larger economy. A variety of models of community-oriented development is encouraged in this Plan, including both small neighborhood-serving nodes and larger community retail centers anchored by a grocery store. While these development forms can be encouraged through zoning and infrastructure investment, the City's greatest contributions may lie in its ability to help create vibrant business districts, each with engaged business owners and an attractive and cohesive look and feel.

In addition to the Brewery District discussed in Goal 4, the Capitol Boulevard Corridor, the Littlerock Road Subarea, and the 93rd Avenue and Interstate 5 interchange are important short-term economic development opportunities, as they are changing and hold significant potential for development and redevelopment. All three areas are located near entrances to the City from I-5 and their development will help to define Tumwater's image in the region. City guidance and support via targeted infrastructure investment are important priorities of this Plan to ensure that these opportunities are fully realized.

			Years		
			1-4	5-8	9+
A. Support multiple models of community-oriented development	Planning	√			
1. Clearly define differently-scaled models of community-oriented development, describing desirable development and community benefits for each	Planning		√		
2. Revise the development standards for the City's Neighborhood Commercial zone to encourage small-scale retail uses that can serve the needs of local neighborhoods in a way that	Planning		√		

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	Lead	Ongoing	1-4	Years 5-8	9+
supports the surrounding areas ■					
3. Encourage the location of grocery-anchored centers in appropriate locations through zoning and potential infrastructure investment ■	Planning			√	
<ul style="list-style-type: none"> ▪ Identify appropriate and feasible locations for such development and evaluate existing zoning to ensure desired development is possible ▪ Spur development if necessary by: <ul style="list-style-type: none"> - Investing in street or parking infrastructure - Considering zoning changes or other means to increase nearby residential population ■ - Increasing market draw by attracting anchor tenants or locating active civic uses in the area 					
4. Look for opportunities to support the development of on-line retail that support job growth in the City	City Admin ED Staff	√			

COMMUNITY-ORIENTED DEVELOPMENT

Models of community-oriented development should include both of the types described below:

- **Neighborhood commercial nodes** are small-scale developments with convenience retail establishments, restaurants, or service businesses that serve residents in the immediate area. The City's existing Neighborhood Commercial zone is intended to allow this form of development. Neighborhood nodes enhance quality of life and make a community more desirable by providing convenient walking or driving access to daily goods and services, but do not generate significant additional jobs or enhance the City's tax base.
- **Grocery-anchored centers** such as Tumwater Square are larger than neighborhood commercial nodes, consisting of a full grocery store and additional businesses that collocate in the same complex. Such centers require additional population and vehicle access and can provide more significant economic development benefits by capturing the spending of local residents and, depending on their location, residents from outside the City.

	Lead	Ongoing	Years		
			1-4	5-8	9+
B. Strengthen the identity and management of the City's business districts	City Admin Planning ED Staff	√			
1. Name, demarcate, and promote the City's business districts to develop them as distinct, attractive, and vibrant commercial centers			√		
2. Explore opportunities and partnerships to offer design assistance to property owners or business owners seeking to comply with design guidelines or business district visions			√		

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	Lead	Ongoing	Years		
			1-4	5-8	9+
3. Provide facilitation or technical assistance to business owners interested in establishing a Business Improvement Area or other models				√	
C. Support the transformation of Capitol Boulevard by pursuing opportunities to implement the Capitol Boulevard Corridor Plan ←PRIORITY ITEM	City Admin Planning	√			
1. Guide future development through the Capitol Boulevard Corridor Plan	Planning ED Staff Public Works	√			
2. Consider reducing or delaying collection of impact fees within the Capitol Boulevard Corridor in order to encourage desirable development	Planning		√		
3. Monitor real estate market conditions in the Capitol Boulevard Corridor and adjust regulatory and incentive measures to respond to market changes.	ED Staff		√		
4. Partner with WSDOT on recruiting redevelopment of the WSDOT site	City Admin			√	

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	Lead	Ongoing	Years		
			1-4	5-8	9+
5. Work with the School District to plan an appropriate use for the property facing Capitol Boulevard in front of Peter G. Schmidt Elementary School	City Admin ED Staff		√		
6. Invest in mid-block pedestrian crossings in the Capitol Boulevard/Trosper Road area and undergrounding of power lines between M and X Streets along the Capitol Boulevard corridor	City Admin Public Works		√		
7. Enhance the visual appeal of the Capitol Boulevard Corridor by adding trees and undergrounding power lines with landscaping assistance from the City's Tree Fund	City Admin Public Works		√		
8. Evaluate the feasibility and benefits of supporting the development of a managed business district for portions of Capitol Boulevard	ED Staff	-	-	-	-
9. Establish a Small Neighborhood Improvements Program to construct small scale, low cost improvements to enhance the City's neighborhoods	City Admin		√		

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			Years		
	Lead	Ongoing	1-4	5-8	9+
surrounding the Capitol Boulevard Corridor					
10. Continue to engage the residential and business communities in ongoing cooperative efforts	City Admin	√			
D. Implement the Littlerock Road Subarea Plan to encourage private development in the area	City Admin	√			
← PRIORITY ITEM					
↗ Related Strategy					
<ul style="list-style-type: none"> ED Plan: Goal 1, Strategy C.5 – promote specific geographic areas 					
1. Utilize public investments in the Littlerock Road Subarea to spur private investment, prioritizing the development of a street plan and the design of the planned Tyee Drive extension		√			
2. Promote development opportunities within the Littlerock Road Subarea by creating materials that describe available property, potential uses, and the City's interest in seeing the development of this area		√			

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	Lead	Ongoing	Years		
			1-4	5-8	9+
E. Consider a 93rd Avenue/I-5 Interchange Subarea Plan to help guide growth, transportation, and land use ←PRIORITY ITEM ↗Related Strategy <ul style="list-style-type: none"> ED Plan: Goal 1, Strategy C.5 – promote specific geographic areas 1. Promote development opportunities within the Subarea by creating materials that describe available property, potential uses, and the City's interest in seeing the development of this area	City Admin		√		
F. Support the development of the Warehouse and Craft Districts and broader craft food and beverage growth opportunities as outlined under Goal #5	City Admin ED Staff	√			

Goal #9: Strengthen Tumwater's image and advance the community as a regional destination

This Plan establishes strategies to strengthen Tumwater's regional image by building on existing strengths to solidify and promote a stronger community identity. Sports, nature, art, culture, and heritage are defining attributes of Tumwater's character, each of which can be augmented and communicated when describing the community. The City's shopping, cultural, recreational, and residential opportunities are specific draws that will be marketed to the regional population and to State office workers, in particular. These efforts seek to capture additional day- and night-time spending by State employees and the relocation of State workers who currently live elsewhere in the region. These ends address economic development Goals and reduce traffic on the region's roads.

Along with Olympia and Lacey, Tumwater is a part of a regional tourism market, with each community benefiting from strengthening the network of attractions that bring visitors to the area. Tumwater's own tourism infrastructure should also be strengthened. Enhanced wayfinding will make attractions more accessible to out of town visitors and additional cultural and sports-related facilities and events will draw more visitors to the area.

	Lead	Ongoing	Years		
			1-4	5-8	9+
A. Strengthen community identity and promote a positive image	City Admin ED Staff	√			
1. Utilize existing and new festivals and events to foster community and enhance Tumwater's image in the region	City Admin ED Staff	√			
2. Develop key messages and an outreach strategy to promote the City's assets to the regional market	City Admin ED Staff		√		
▪ Create a list of key messages and build the community's reputation over time, drawing on existing strengths such as sporting events and					

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	Lead	Ongoing	Years		
			1-4	5-8	9+
the City golf course, the natural beauty and recreational uses found in the Deschutes River Valley, arts and heritage, and Tumwater's high quality of life founded on good schools and strong neighborhoods					
3. Establish a strategy to concentrate City- and State-funded public art in destination-worthy community spaces	City Admin ED Staff		√		
B. Promote Tumwater as an attractive residential location for office workers		√			
1. Encourage the provision of market rate housing, place-making, and multi-modal transportation connections in and in proximity to the Brewery District, Capitol Boulevard Corridor, and Tumwater Town Center	Planning	√			
2. Encourage the provision of affordable housing in the City to support those who work in the City	Planning	√			
3. Promote Tumwater's image among office workers whenever	ED Staff	-	-	-	-

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	Lead	Ongoing	Years		
			1-4	5-8	9+
possible, considering them an important audience					
<ul style="list-style-type: none"> Develop an outreach strategy and specific means to promote Tumwater businesses and events to State employees 					
C. Promote the region's attractions and strengthen Tumwater's tourism infrastructure		√			
1. Continue to collaborate with neighboring communities to promote tourism to the region	ED Staff	√			
2. Continue to enhance wayfinding through the phased implementation of the Tumwater Wayfinding Signage Master Plan	Public Works	√			
3. Seek the location of cultural and entertainment uses managed by the private, public, or not-for-profit sector, including restaurants, night life, theaters, galleries, and cultural institutions	ED Staff	–	–	–	–
<ul style="list-style-type: none"> As funding opportunities allow, pursue additional cultural anchors such as a cultural center or 					

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	Lead	Ongoing	Years		
			1-4	5-8	9+
water recreation complex					
4. Encourage the use of the Historic District and the Old Brewhouse as a regional tourism draw	City Admin	√			
5. Provide pedestrian connections between the brewery properties and the Historic District	City Admin				√
6. Consider use of art in strategic locations to provide cultural attractions	City Admin				√
D. Recruit more educational institutions to strengthen Tumwater's economic base and enhance the dynamism of the community	ED Staff	-	-	-	-
<ul style="list-style-type: none"> Consider recruiting community, technical colleges, or private schools to Tumwater, targeting sites where the presence of the institution would add to the area's vibrancy and encourage additional development 					
E. Recognize Interstate 5 as a valuable economic asset	City Admin	√			

Economic Development Plan

2025 Comprehensive Plan Update

General Government Committee | December 13, 2023



Comprehensive Plan Update

On a ten-year cycle, the City is required to conduct a Growth Management Act periodic update of its Comprehensive Plan and related development regulations. For the current cycle, the City is required to complete work on the periodic update by June 30, 2025.

The **Economic Development Plan** is an Element within the Comprehensive Plan and must meet the relevant planning goals within the Growth Management Act.



Current Economic Development Plan

The Economic Development Plan was last updated in 2019. Goals include:

1. Establish a development climate that stimulates economic activity and desirable investment.
2. Retain and support existing businesses.
3. Grow the City's light industrial and manufacturing sectors.
4. Make strategic use of the brewery properties and surrounding Brewery District to strengthen the City's economic base.
5. Develop the City's craft food and beverage sector.
6. Work with the Port of Olympia to develop the New Market Industrial Campus and the Olympia Regional Airport.
7. Solidify and advance the future of the Tumwater Town Center.
8. Encourage economic development that strengthens the Tumwater community.
9. Strengthen Tumwater's image and advance the community as a regional destination.



Next Steps

Phase 1 | Complete by Spring 2024

- Update the data workbook for the Plan.
- Add new initiatives.*
- Remove completed initiatives, or those no longer relevant.
- Gather feedback on draft Plan from stakeholders and partners.

*Special consideration for environmental justice in goals, strategies, and actions (E2SHB 1181)

Phase 2 | Winter 2024 – Fall 2024

Plan Development: Feedback gathered through the community outreach process will be incorporated into the draft Economic Development Plan. Staff will present the drafts to the Planning Commission and General Government Committee as well as external/internal stakeholders.

Phase 3 | Fall 2024 – June 30, 2025

The process will culminate in the adoption of an updated Comprehensive Plan by the Growth Management Act deadline of June 30, 2025.



TO: General Government Committee
 FROM: Erika Smith-Erickson, Housing and Land Use Planner
 DATE: December 13, 2023
 SUBJECT: 2025 Comprehensive Plan Periodic Update – Lands for Public Purposes & Utilities

1) Recommended Action:

This is a discussion item about the Lands for Public Purposes and Utilities Elements of the 2025 Comprehensive Plan periodic update. The attached memorandum and other materials are provided for your review in support of discussion at the meeting.

2) Background:

On a ten-year cycle, the City is required to conduct a Growth Management Act periodic update of its Comprehensive Plan and related development regulations. For the current cycle, the City is required to complete work on the periodic update by June 30, 2025. Work on the periodic update started last fall.

The updated Comprehensive Plan will address diversity, equity, and inclusion throughout the Plan. [2025 Comprehensive Plan Update | City of Tumwater, WA](#) contains links to guidance material and information about the update.

The intent of this work session is to discuss the current version of the Lands for Public Purposes and Utilities Elements and guidance for their update.

3) Policy Support:

Comprehensive Plan Goal LPP-1 Provide sufficient and efficient services to Tumwater and the Urban Growth Area.

4) Alternatives:

☐ None.

5) Fiscal Notes:

The periodic update is primarily an internally funded annual work program task. The City has filed an application for a Washington State Department of Commerce grant for \$125,000 to update the Transportation Plan and Economic Development Plan and is waiting to hear back edits to our proposed scope and budget. The City has been awarded a Washington State Department of Commerce grant for \$75,000 to address the new state middle housing requirements. The City has filed an application for a Washington State Department of Commerce grant application for \$500,000 to support the development of a Climate Element and supporting implementation actions and is waiting to hear back edits to our proposed scope and budget.

6) Attachments:

- A. Staff Report
- B. Presentation
- C. Lands for Public Purposes Element
- D. Utilities Elements Element

MEMORANDUM

Date: December 13, 2023
 To: General Government Committee
 From: Erika Smith-Erickson, Land Use and Housing Planner



2025 Comprehensive Plan Update – Lands for Public Purposes and Utilities Elements

On a ten-year cycle, the City is required to conduct a Growth Management Act periodic update of its Comprehensive Plan and related development regulations. For the current cycle, the City is required to complete work on the periodic update by June 30, 2025. Work on the periodic update started last fall.

The updated Comprehensive Plan will address diversity, equity, and inclusion throughout the Plan and incorporate a large number of required changes from the state addressing housing, climate change, and other topics.

The intent of the General Government Committee meeting on Wednesday, December 13, 2023, is to start the discussion of the Lands for Public Purposes and Utilities Elements by discussing the state requirements for each and introducing the current versions.

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1 – Growth Management Act – Lands for Public Facilities and Utilities Goals

The state Growth Management Act (Chapter 36.70A Revised Code of Washington (RCW)) requires that the City demonstrate that each Element in its Comprehensive Plan meets the relevant fifteen planning goals contained within the Act. The fifteen goals guide the development and adoption of the City's Comprehensive Plan and development regulations.

The following is a summary of how the updated Lands for Public Purposes and Utility Elements will need to show how they meet the two goals related to growth.

8. **Urban Growth.** *Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.*

The Lands for Public Purposes Element ensures that services provided by the public sector, such as water, sewer, stormwater, fire, and police protection, are consistent with the City of Tumwater's Comprehensive Plan and can support the community's growth and development as anticipated over the 20-year planning period the identification of specific

sites and phasing of facilities where appropriate occurs every two years during the six-year Capital Facilities Plan update process.

Utilities Element ensures that utility services provided by the private sector, such as natural gas, electricity, or telecommunication services, are consistent with the City of Tumwater's Comprehensive Plan and can support the community's growth and development as anticipated over the twenty-year planning period.

- 10. Public Facilities and Services.** *Ensure that those public facilities and services necessary to support development shall be adequate.*

The Lands for Public Purposes Element, as required by the Growth Management Act, will need to provide an inventory of the general location of all existing and proposed capital facilities and a description of the current capacity and the expected future capacity of each capital facility.

The Utilities Element, as required by the Growth Management Act, must include an inventory of the general location of all existing and proposed utility facilities and a description of the current capacity and the expected future capacity of each utility.

2 – Current Lands for Public Facilities Element

A – Background

As required by the Growth Management Act, the City's Comprehensive Plan includes a Lands for Public Facilities Element that addresses an inventory of existing capital facilities owned by public entities, including green infrastructure, that shows the locations and capacities of the capital facilities; a forecast of the future needs for such capital facilities; the proposed locations and capacities of expanded or new capital facilities; and a requirement to reassess the land use element if probable funding falls short of meeting existing needs to ensure that the Land Use Element, Lands for Public Facilities Element, and financing plan within the six-year Capital Facilities Plan are coordinated and consistent.

The 2016 Lands for Public Facilities Element of the Tumwater Comprehensive Plan was prepared in accordance with the requirements of the Growth Management Act, adopted Thurston County-Wide Planning Policies, and Sustainable Thurston Policies and Actions.

The 2016 Lands for Public Facilities Element covered the 20-year planning period from 2015 to 2035. Areas that are within Tumwater's Urban Growth Area are addressed through the Tumwater and Thurston County Joint Plan in accordance with adopted County-Wide Planning Policies. The Lands for Public Facilities Element of the Comprehensive Plan was fully updated in 2016 and amended in 2019.

The goals, policies, and actions of the current Lands for Public Facilities Element are found in Appendix B of the staff report. A complete list of all the sections of the Lands for Public Facilities Element is found in Appendix C of the staff report.

The Lands for Public Facilities Element Maps show the locations of the existing capital facilities owned by public entities.

B – Structure

The current Lands for Public Facilities Element consists of the following chapters:

1. Introduction
 - 1.1 Introduction
 - 1.2 County-Wide Planning Policies
 - 1.3. Sustainable Thurston
 - 1.4 Population And Demand
 - 1.5 Urban Growth Area
2. Capital Facilities Inventory
 - 2.1 Transportation System
 - 2.2 Solid Waste Management
 - 2.3 Sewage Treatment Facilities and Sanitary Sewer System
 - 2.4 Stormwater Systems and Facilities
 - 2.5 Water Systems and Facilities
 - 2.6 Parks, Recreation, and Open Space
 - 2.7 Fire Protection and Emergency Medical Services
 - 2.8 Police Protection
 - 2.9 School Facilities
 - 2.10 Library Services
 - 2.11 City Facilities
3. Essential Public Facilities Siting and Expansion
 - 3.1 Growth Management Act
 - 3.2 County-Wide Planning Policy
 - 3.3 Siting Process for Essential Public Facilities in Tumwater
4. Goals, Policies, and actions
 - 4.1 Lands for Public Purposes Goals, Policies, and Actions

Lands for Public Purposes Maps

Sewage Treatment Facilities and Sanitary Sewer Systems

Stormwater Systems and Facilities

Water Systems and Facilities

Fire District Map

School Facilities

Library Services

City Facilities

C – Link to Current Lands for Public Facilities Element

<https://www.ci.tumwater.wa.us/departments/community-development-department/tumwater-comprehensive-plan>

Current Utility Element

A – Background

As required by the Growth Management Act, the City's Comprehensive Plan includes a Utility Element that addresses electrical, telecommunications, and natural gas systems. The City is required to identify all public entities that own utility systems and endeavor in good faith to work with other public entities, such as special purpose districts, to gather and include within the Utilities Element the general location, proposed location, and capacity of all existing and proposed utilities.

The 2016 Utility Element of the Tumwater Comprehensive Plan was prepared in accordance with the requirements of the Growth Management Act, adopted Thurston County-Wide Planning Policies, and Sustainable Thurston Policies and Actions.

The 2016 Utility Element covered the 20-year planning period from 2015 to 2035. Areas that are within Tumwater's Urban Growth Area are addressed through the Tumwater and Thurston County Joint Plan in accordance with adopted County-Wide Planning Policies. The Utility Element of the Comprehensive Plan was last fully updated in 2016.

The goals, policies, and actions of the current Utility Element are found in Appendix D of the staff report. A complete list of all the sections of the Utility Element is found in Appendix E of the staff report.

B – Structure

The current Utility Element consists of the following chapters:

1. Introduction

- 1.1 Introduction
- 1.2 Utility Regulations
- 1.3 County-Wide Planning Policies
- 1.4 Sustainable Thurston Goals
- 2. Natural Gas
 - 2.1 Regulatory Context
 - 2.2 System Analysis
- 3. Electricity
 - 3.1 Regulatory Context
 - 3.2 Electricity Supply
 - 3.3 System Analysis
- 4. Natural Gas And Fuel Pipelines
 - 4.1 Olympic Pipeline
 - 4.2 Williams Northwest Pipeline
 - 4.3 Puget Sound Energy Natural Gas Pipelines
- 5. Telecommunication
 - 5.1 Broadband
 - 5.2 Television
- 6. Meeting Future Demand
 - 6.1 System-Level Impacts Of Energy Efficiency
- 7. Potential Impacts Of Climate Change
- 8. Utilities Goals, Policies, And Actions
 - 8.1 Utilities Goals, Policies, And Actions

C – Link to Current Utility Element

<https://www.ci.tumwater.wa.us/departments/community-development-department/tumwater-comprehensive-plan>

3 – Schedule

Phase 1 – Community Engagement (Summer 2023 – Fall 2023)

Staff are reviewing the visions, goals, and policies in the existing Lands for Public Purposes and Utility Element and preparing a gap analysis. The community and stakeholders will be introduced to the periodic update process through a series of communications and asked to prioritize the Comprehensive Plan's vision, goals, and policies through a variety of media outreach methods, including surveys, utility inserts, open houses, informal meetings, presentations, and social media.

1) Gap Analysis

- To be completed by December 2023
- Process followed:
 1. Review the following in the current Lands for Public Purposes and Utilities Elements:
 - Goals, policies, and actions
 - Technical information
 - Maps
 2. Using these materials:
 - Commerce Periodic Update Checklist
 - *Periodic Update Checklist for Fully Planning Cities* (Commerce, March 2023)
 - *A Guide to the Periodic Update Process Under the Growth Management Act – Fully-Planning Counties & Cities* (Commerce, 2022)
 - Commerce Periodic Update Materials, including:
 - Capital Facilities Planning
 - *Capital Facilities Planning Guidebook* (Commerce, October 2014)
 - Stormwater
 - *Building Cities in the Rain: Watershed Prioritization for Stormwater Retrofits* (September 2016)
 - 2022-23 State Legislation
 - Clean Energy Siting (ESHB 1173/E2SHB 1216)
 - Organic Materials Management (E2SHB 1799)
 - Plans Adopted by the City since 2016
 - NPDES Stormwater Permit Update
 - Specific Plans from Agencies Outside the City

3. Identify what needs to be updated or added to the following:

- Goals, policies, and actions
- Technical information
- Maps

2) Data Collection

- To be completed by Spring 2024
- Mapping – Schedule determined with GIS Team

3) Schedule

- Initial Community Outreach
 - Complete by December 2023
- Data Collection
 - Complete by Spring 2024
- Gap Analysis
 - Complete by December 2023
- Internal Coordination Meetings
 - Started September 2023
- General Comprehensive Plan Meetings
 1. Update Check In
 - Joint City Council – Planning Commission Meeting
 - December 12, 2023
- Initial Lands for Public Purposes and Utilities Elements Meetings – Goals, Policies, and Actions
 1. Includes Appendices and Maps
 2. Planning Commission Work Session
 - November 28, 2023
 3. General Government Committee Briefing
 - December 13, 2023
 4. Public Works Committee Briefing
 - January 18, 2024

4) Specific Topics Addressed as Part of the Update

- Incorporate consideration of Diversity, Equity, and Inclusion throughout
 1. Environmental Justice
 - Special consideration for environmental justice in goals and policies (E2SHB 1181)
- Comprehensive Plan Update
 1. General
 - Create a new format for the Comprehensive Plan that will be shorter, leaner, and more user friendly. The updated Comprehensive Plan will consist of shorter individual Elements and Plans with appendices that contain the required technical information.
 - Use the new Community Outreach Plan for the periodic update process.
 - Create a new Comprehensive Plan Goal and Policy Guide for use by staff and policymakers.
 - Create a new User Guide to the Comprehensive Plan.
 - Create a new Glossary for the Comprehensive Plan.
 - The County-Wide Planning Policies (2015) will not be revised for the 2025 periodic update.
 - Ensure that the updated Comprehensive Plan is internally consistent.
 - Ensure that all the Elements and Plans are consistent with County-Wide Planning policies, the Growth Management Act, coordinated with the Plans of adjacent jurisdictions, individual Elements and Plans, and the future land use map.
 - Update all maps that are a part of the Comprehensive Plan.
 - Provide for a mutually agreeable Memorandum of Agreement between the City and tribes about collaboration and participation in the planning process unless otherwise agreed at the end of a mediation period.
 - Provide for consideration for preserving property rights. The City must evaluate proposed regulatory or administrative actions to assure that such actions do not result in an unconstitutional taking of private property
 - Update list of all adopted Plans.
 - Update City strategic priorities.
 - Revise planning period to 2025 – 2045.
 - Update discussion of Growth Management Act goals.

- Add references to the updated Shoreline Master Program (2019), Thurston Climate Mitigation Plan (2021), and Urban Forestry Management Plan (2021).
 - Simplify, reduce, and update goals, policies, and actions.
2. Lands for Public Purposes Element
- Update inventory and projected needs for public buildings, facilities and services over the 20-year planning period.
 - Use the updated City and urban growth area 20-Year population forecasts.
 - Update provisions for protection of the quality and quantity of groundwater used for public water supplies.
 - Update chart of zone districts that allow essential public facilities.
 - Update the process or criteria for identifying and siting essential public facilities including the reentry and rehabilitation facilities as defined in State law.
 - Update to include regional transit authority facilities in the list of essential public facilities.
 - Update to allow an expansion of the area in the City that would allow for essential public facilities such as inpatient facilities including substance abuse facilities as part of Planning Commission's 2022 Comprehensive Plan amendment cycle recommendations. These essential public facilities uses include, but not limited to, intensive inpatient facilities; long-term residential drug treatment facilities; recovery house facilities.
 - Update the identification of lands useful for public purposes such as utility corridors, transportation corridors, landfills, sewage treatment facilities, storm water management facilities, recreation, schools, and other public uses.
 - Where applicable, update the review of drainage, flooding, and stormwater run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute the waters of the State.
 - Incorporate provisions of the updated 2023 Hazard Mitigation Plan as appropriate.
 - Address Organics Management Facility Siting (ESSHB 1799).
 - Water Plan
 - Group A water system plans must include climate resilience element if initiated after June 30, 2024
 - Sewer Plan
 - Stormwater update

➤ NPDES Stormwater Permit

- Update Maps

3. Utilities Element

- Include all electrical, telecommunication, and natural gas systems and make a good faith effort to gather information from them (E2SHB 1181)
- Update general location, proposed location and capacity of all existing and proposed gas, electric, cable television, and telecommunications to year 2045.
- Update wireless telecommunication facilities information as needed.
- Update the general location, proposed location, and capacity of all existing and proposed utilities.
- Incorporate provisions of the updated 2023 Hazard Mitigation Plan as appropriate.
- Update Maps

Phase 2 – Plan Development (Winter 2024 – Fall 2024)

Feedback gathered through the community outreach process will be incorporated into the draft Lands for Public Purposes and Utilities Elements. Staff will present the drafts to the Planning Commission and General Government Committee as well as external and internal stakeholders and focus groups comprised of subject-area experts for review.

1) Community Outreach

- Intermediate Actions:
 - To be determined based on the results of Phase 1 and the Community Outreach Plan.

2) Schedule

- Continuing Community Outreach – January 2024 –June 2024
- Lands for Public Purposes and Utilities Element Development Meetings
 1. Includes Appendices, Maps, and Subarea Plans
 2. Planning Commission Work Session
 - May 28, 2024
 - August 13, 2024
 3. General Government Committee Briefing

- August 14, 2024
- 4. Public Works Committee Briefings
 - August 8, 2024
- Commerce Preliminary Review
 - Review of Comprehensive Plan Format
 - March 2024
- Complete Draft of Comprehensive Plan
 - All Elements, Maps, and Appendices
 - July 2024 – October 2024

Phase 3 – Legislative Process (Fall 2024 – June 30, 2025)

Staff will complete a draft version of the Comprehensive Plan during Phase III. Staff will present the draft to the Planning Commission and General Government Committee as well as external and internal stakeholders for review.

The Planning Commission will hold a number of work sessions to discuss the Comprehensive Plan and then conduct a public hearing to gather formal public comment on the draft Comprehensive Plan before developing findings of fact, conclusions, and recommendations that will be forwarded to City Council.

The City Council will hold a number of work sessions to discuss the Comprehensive Plan. The City Council will consider the recommendation forwarded by the Planning Commission.

The process will culminate in the adoption of an updated Comprehensive Plan by the Growth Management Act deadline of June 30, 2025.

1) Community Outreach

- Final Actions:
 - To be determined based on the results of Phase 2 and the Community Outreach Plan.

2) Schedule

- Commerce Review
 - Fall 2024 – Winter 2025
- Prepare Comprehensive Plan Update Ordinance
 - October 2024
- SEPA Review

- November 2024 – December 2024
- Commerce Notice of Intent
 - November 2024 - December 2024
- Public Adoption Meetings
 1. Planning Commission
 - Briefing
 - November 26, 2024
 - Work Session
 - December 10, 2024 (Joint with City Council)
 - January 14, 2025
 - February 11, 2025
 - Public Hearing
 - February 25, 2025
 2. General Government Committee
 - Briefing for Comprehensive Plan Update Ordinance
 - March 12, 2025
 3. City Council Work Session
 - December 10, 2024 (Joint with Planning Commission)
 - April 15, 2025
 - May 27, 2025
 4. City Council
 - June 17, 2025
- Notice of Adoption
 1. Submit Notice of Adoption to Commerce
 2. June 30, 2025

Appendix A – Guidance

The State Department of Commerce has provided guidance specific to the periodic update on their Periodic Update webpage

<https://www.commerce.wa.gov/serving-communities/growth-management/periodic-update/>

www.commerce.wa.gov/serving-communities/growth-management/growth-management-topics

In addition, the Puget Sound Regional Council is conducting a series of workshops on a variety of topics related to the periodic update.

www.psrc.org/our-work/passport-2044-comprehensive-plan-workshop-series

The Municipal Research Services Center has a Comprehensive Planning webpage.

<https://mrsc.org/getdoc/d7964de5-4821-4c4d-8284-488ec30f8605/Comprehensive-Planning.aspx>

Appendix B – Current Lands for Public Purposes Element Goals, Policies, and Actions

4.1 Lands for Public Purposes Goals, Policies, and Actions

Goal LPP-1 Provide sufficient and efficient services to Tumwater and the Urban Growth Area.

<u>Policy</u>	<u>Action</u>
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LPP-1.1	Coordinate with Thurston Regional Planning Council, Thurston County, and other service providers to identify areas of shared need for public facilities.
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LPP-1.2	Ensure concurrency with City, County, and Regional plans to provide the most efficient array of services.
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LPP-1.3	Follow the requirements of County-Wide Planning Policy V and RCW 36.70A.200 when siting new facilities and improve the process whenever possible.
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Goal LPP-2 Make recommendations for improvements in the provision of public services.

<u>Policy</u>	<u>Action</u>
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LPP-2.1	Support actions to expand and improve Tumwater's multimodal transit network.
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LPP-2.1.1	Support the creation of an advisory body or bodies focused on non-motorized transit options in Tumwater or the region as a whole to give bicyclists and pedestrians a stronger voice in the planning process.
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LPP-2.2	Improve waste management services and decrease waste production in the City.
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LPP-2.2.1	Cooperate with the County Solid Waste System and other local agencies to locate and build a new Waste and Recovery Center, HazoHouse, and other waste management facilities as needed.
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LPP-2.2.2	Encourage reuse and recycling to minimize solid waste production in the City.
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LPP-2.2.3	Encourage innovative and alternative technologies for converting solid waste to energy or fuel where financially practical and environmentally safe.
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LPP-2.3	Assist school districts with the creation of new facilities to accommodate growing student populations.
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LPP-2.3.1	Coordinate with the Tumwater and Olympia School Districts to arrange the acquisition of land for new school facilities.
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LPP-2.3.2	Ensure that the land around sites of future school facilities is compatible with the intended usage by considering factors the City can influence such as the level of transit accessibility to the site,
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provision of public services, and the zoning of the surrounding area.

- LPP-2.4 Encourage the use of technological advancements to improve City services.
- LPP-2.4.1 Support the modernization of library services to incorporate increasingly popular media forms such as electronic books and other related services.
 - LPP-2.4.2 Consider establishing public Wi-Fi accessibility in City-owned buildings, particularly City Hall.
- LPP-2.5 Support the fulfillment of citizen requests for public facilities in line with the Parks, Recreation, and Open Space Plan.
- LPP-2.5.1 Create facilities the public has identified as needs in surveys and public comment.

Appendix C – Structure of Current Version of the Lands for Public Purposes Element

The Lands for Public Purposes Element of the Comprehensive Plan was fully updated in 2016 and amended in 2019. The current Lands for Public Purposes Element consists of the following parts:

1. Introduction
 - 1.1 Introduction
 - 1.2 County-Wide Planning Policies
 - 1.3. Sustainable Thurston
 - 1.3.1 Priority Goals
 - 1.3.2 Leadership & Participation Goals
 - 1.3.3 Community Goals
 - 1.3.4 Economy Goals
 - 1.3.5 Housing Goals
 - 1.3.6 Schools & Transportation Goals
 - 1.3.7 Water Infrastructure Goals
 - 1.3.8 Public Safety Goals
 - 1.3.9 Solid Waste Goals
 - 1.3.10 Environmental Goals
 - 1.4 Population And Demand
 - 1.5 Urban Growth Area
2. Capital Facilities Inventory
 - 2.1 Transportation System
 - 2.1.1 Streets and Roads
 - 2.1.2 Regional Transit Facilities and Services
 - 2.1.3 Transit Service and Facilities Inventory
 - 2.1.4 Pedestrian and Bicycle System
 - 2.2 Solid Waste Management
 - 2.2.1 Pathways to Zero Waste
 - 2.3 Sewage Treatment Facilities and Sanitary Sewer System
 - 2.4 Stormwater Systems and Facilities
 - 2.5 Water Systems and Facilities
 - 2.6 Parks, Recreation, and Open Space

2.7 Fire Protection and Emergency Medical Services

2.7.1 Administration

2.7.2 Suppression

2.7.3 Emergency Medical Services

2.7.4 Training

2.7.5 Fire Prevention

2.7.6 Summary

2.8 Police Protection

2.8.1 Administration

2.8.2 Patrol

2.8.3 Traffic

2.8.4 Investigation

2.8.5 Crime Prevention

2.8.6 Summary

2.9 School Facilities

2.10 Library Services

2.11 City Facilities

3. Essential Public Facilities Siting and Expansion

3.1 Growth Management Act

3.2 County-Wide Planning Policy

3.3 Siting Process for Essential Public Facilities in Tumwater

4. Goals, Policies, and actions

4.1 Lands for Public Purposes Goals, Policies, and Actions

Lands for Public Purposes Maps

Sewage Treatment Facilities and Sanitary Sewer Systems

Stormwater Systems and Facilities

Water Systems and Facilities

Fire District Map

School Facilities

Library Services

City Facilities

Appendix D – Current Utilities Element Goals, Policies, and Actions

8.1 Utilities Goals, Policies, and Actions

Goal U-1: Increase efficiency when planning for and siting utilities.

Policy

Action

U-1.1 Communicate with private utility companies when siting utilities to discuss anticipated growth projections and how to size utilities appropriately to meet anticipated demand.

U-1.1.1 Cooperate and participate with Puget Sound Energy in the formulation of policy and development of an underground management plan with respect to Puget Sound's aerial facilities with the City of Tumwater.

U-1.2 Be aware of public service obligations when local review of utility improvements occur.

U-1.3 Utilize transportation rights-of-way for utility corridors whenever feasible.

U-1.4 Provide timely notification to all affected utilities prior to road construction.

U-1.5 Approve utility permits when the project to be served is approved whenever feasible and as quickly as possible.

U-1.6 Coordinate with Thurston County, and the Cities of Lacey and Olympia to ensure consistency of the respective utility plans in order to facilitate orderly utility service.

Goal U-2: Increase energy generation from renewable resources to reduce the region's carbon footprint.

Policy

Action

U-2.1 Explore incentives to support the installation of distributed electrical generation equipment, (e.g., rooftop solar panels).

U-2.1.1 Encourage developers and homeowners to take advantage of existing national incentive programs (e.g., the tax credit program for the installation of solar systems in homes).

U-2.2 Investigate large-scale, multi-jurisdictional renewable energy projects (e.g., large-scale solar arrays).

U-2.3 Adopt uniform building codes and permitting practices in jurisdictions to make the installation of solar panels, or other distributed generation technologies, easier and faster.

Goal U-3: Enhance the region's electricity distribution, monitoring, and storage infrastructure to support adoption of cleaner technologies and practices.

<u>Policy</u>	<u>Action</u>
U-3.1	Monitor system, or grid-scale, energy storage innovations, and learn from the experiences of communities that begin to deploy them.
U-3.2	Support energy suppliers' equipment upgrades, new programs, and service offerings related to adding information technology to the system or grid.
U-3.3	Collaborate with energy providers to test innovative system-scale, grid-scale, energy storage solutions in isolated, controlled conditions. If, and when, technological progress is proven, collaborate with energy providers for deployment of such storage solutions.
U-3.4	Support voluntary programs for adding vehicle chargers to homes, businesses, and public parking infrastructure.
U-3.5	Promote integration of electric vehicle infrastructure into residential building codes and public and private facilities, including allowances in zoning regulations for charging stations in locations where they are needed.
U-3.6	Create local projects to increase the existing electric vehicle fleet.
U-3.7	Encourage a change in state policies to increase the utility share of funding for undergrounding of overhead wires to reduce power outages.
U-3.8	Protect and reserve existing electrical transmission corridors to maintain their usefulness in meeting future needs.
U-3.9	Coordinate with the Natural Hazards Mitigation Plan to reduce service interruptions and provide services that are more reliable during hazard events.

Goal U-4: Increase energy efficiency and conservation to reduce the region's carbon footprint.

<u>Policy</u>	<u>Action</u>
U-4.1	Develop new incentives for green buildings, (e.g., Leadership in Energy & Environmental Design – LEED programs).
U-4.2	Offer incentives for the use of roof-mounted solar water heaters.
U-4.3	Continue conversion of public fleets to hybrid, natural gas, and electric vehicles. Lead by example.
U-4.4	Consider adopting policies that require residential and commercial properties to undertake an energy audit at time of sale or during substantial remodel, including, if deficiencies are found, encouraging energy retrofits to upgrade properties to a specified level.

Goal U-5: Ensure vital utilities are created, operated, and maintained in a safe manner.

<u>Policy</u>	<u>Action</u>
U-5.1	Encourage the undergrounding of utilities to increase public safety.
U-5.1.1	Consider strengthening the standards for the undergrounding of utilities and utility corridors.
U-5.1.2	Work with neighborhood associations to encourage the development of local improvement districts to provide funding for undergrounding existing utilities.
U-5.2	Encourage pipeline safety through public awareness and regulations.
U-5.2.1	Consider adopting code language, which limits high-risk uses near pipelines to protect both the public and the pipelines themselves.
U-5.2.2	Consider strategies to educate the public on pipeline safety and pipeline locations within the city.

Appendix E – Structure of Current Version of the Utilities Element

The Utilities Element of the Comprehensive Plan was last fully updated in 2016. The current Utilities Element consists of the following parts:

1. Introduction
 - 1.1 Introduction
 - 1.2 Utility Regulations
 - 1.2.1 State Regulation
 - 1.2.2 Federal Regulation
 - 1.2.3 Franchise Agreements
 - 1.3 County-Wide Planning Policies
 - 1.4 Sustainable Thurston Goals
 - 1.4.1 Priority Goals
 - 1.4.2 Economy Goals
 - 1.4.3 Housing Goals
 - 1.4.4 Energy Goals
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 - 2.1.1 Natural Gas Policy Act 1978
 - 2.1.2 The Clean Air Act Amendment Of 1990
 - 2.1.3 The Clean Air Rule
 - 2.1.4 Olympic Region Clean Air Agency
 - 2.2 System Analysis
 - 2.2.1 Residential Rates
 - 2.2.2 Industrial Rates
3. Electricity
 - 3.1 Regulatory Context
 - 3.1.1 The Western Electricity Coordinating Council
 - 3.1.2 The Northwest Power Pool

- 3.1.3 The Northwest Power And Conservation Council
 - 3.1.4 Washington Energy Independence Act
 - 3.1.5 Western Interstate Energy Board
 - 3.2 Electricity Supply
 - 3.2.1 Understanding Electricity Transmission And Distribution
 - 3.3 System Analysis
 - 3.3.1 Electricity Rates
 - 3.3.2 Electricity Usage
 - 4. Natural Gas And Fuel Pipelines
 - 4.1 Olympic Pipeline
 - 4.2 Williams Northwest Pipeline
 - 4.3 Puget Sound Energy Natural Gas Pipelines
 - 5. Telecommunication
 - 5.1 Broadband
 - 5.1.1 Digital Subscriber Line (DSL)
 - 5.1.2 Cable
 - 5.1.3 Wireless
 - 5.1.4 Satellite
 - 5.1.5 Mobile
 - 5.1.6 Fiber Optic
 - 5.2 Television
 - 6. Meeting Future Demand
 - 6.1 System-Level Impacts Of Energy Efficiency
 - 7. Potential Impacts Of Climate Change
 - 8. Utilities Goals, Policies, And Actions
 - 8.1 Utilities Goals, Policies, And Actions
-

Lands for Public Purposes Element and Utilities Element Review for the City of Tumwater's 2025 Comprehensive Plan Update

***Balancing Nature and Community:
Tumwater's Path to Sustainable Growth***

General Government Committee – December 13, 2023



Intent

- Discuss Growth Management Act Lands for Public Purposes and Utilities Elements Goals
- Present the current version of the Elements
- Consider specific issues for the Elements
- Consider how to incorporate diversity, equity, and inclusion throughout
- Discuss guidance materials

Growth Management Act Capital Facilities Goals

- ***Urban Growth.*** *Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.*
- ***Public Facilities and Services.*** *Ensure that those public facilities and services necessary to support development shall be adequate.*



2016 Lands for Public Purposes Element

- Inventory of existing capital facilities owned by public entities
- Forecast of the future needs for such capital facilities
- Proposed locations and capacities of expanded or new capital facilities
- Lands for Public Facilities Element Maps show the locations of the existing capital facilities owned by public entities
- Essential Public Facilities and siting



Lands for Public Purposes- Capital Facilities Inventory

- Transportation System
- Solid Waste Management
- Sewage Treatment Facilities and Sanitary Sewer System
- Stormwater Systems and Facilities
- Water Systems and Facilities
- Parks, Recreation, and Open Space
- Fire Protection and Emergency Medical Services
- Police Protection
- School Facilities
- Library Services
- City Facilities



2016 Capital Facilities Maps

- ❖ [Sewage Treatment Facilities and Sanitary Sewer System](#)
- ❖ [Stormwater Systems and Facilities](#)
- ❖ [Water Systems and Facilities](#)
- ❖ [School Facilities, Library Services, City Facilities](#)

Lands for Public Purposes- Essential Public Facilities

Table 5. Essential Public Facilities from TMC Figure 18.56.140(B)

Code	Essential Public Facility
A	Airports
B	State Education Facilities
C	Large Scale State or Regional Transportation Facilities
D	Prisons, Jails, and Other Correctional Facilities (including but not limited to: jails; juvenile detention facilities; prisons and prerelease facilities; work release facilities)
E	Solid Waste Handling Facilities
F	Inpatient facilities including substance abuse facilities (including but not limited to: intensive inpatient facilities, long-term residential drug treatment facilities, and recovery house facilities)
G	Mental Health Facilities (including but not limited to: congregate care facilities, adult residential treatment facilities, and evaluation and treatment centers)
H	Sewage Treatment Facilities (not including individual or community wastewater treatment systems)
I	Emergency Communication Towers and Antennas
J	Secure Community Transition Facilities
K	Other Facilities Designated by the Washington State Office of Financial Management as Essential Public Facilities



Essential Public Facility Siting

Table 4. Essential Public Facilities from TMC Figure 18.56.140(A)

Tumwater Essential Public Facility Siting Policies for City Zoning																			
	RSR	SFL	SFM	MFM	MFH	MU	CBC	NC	CS	GC	TC	LI	HI	HC	GB	OS	AP	ARI	BD
A																		P	
B						C	C		C	C	C	C						C	C
C									C(3) (4)			C(3) (4)	C(3) (4)					C(3) (4)	
D												C	C					C	
E												C	C					C	
F				C	C	C	C	C		C									
G				C	C	C	C	C		C									
H												C	C					C	
I		C	C	C	C	C		C	C	C	C(1)	C	C					C	
J												C(2)							

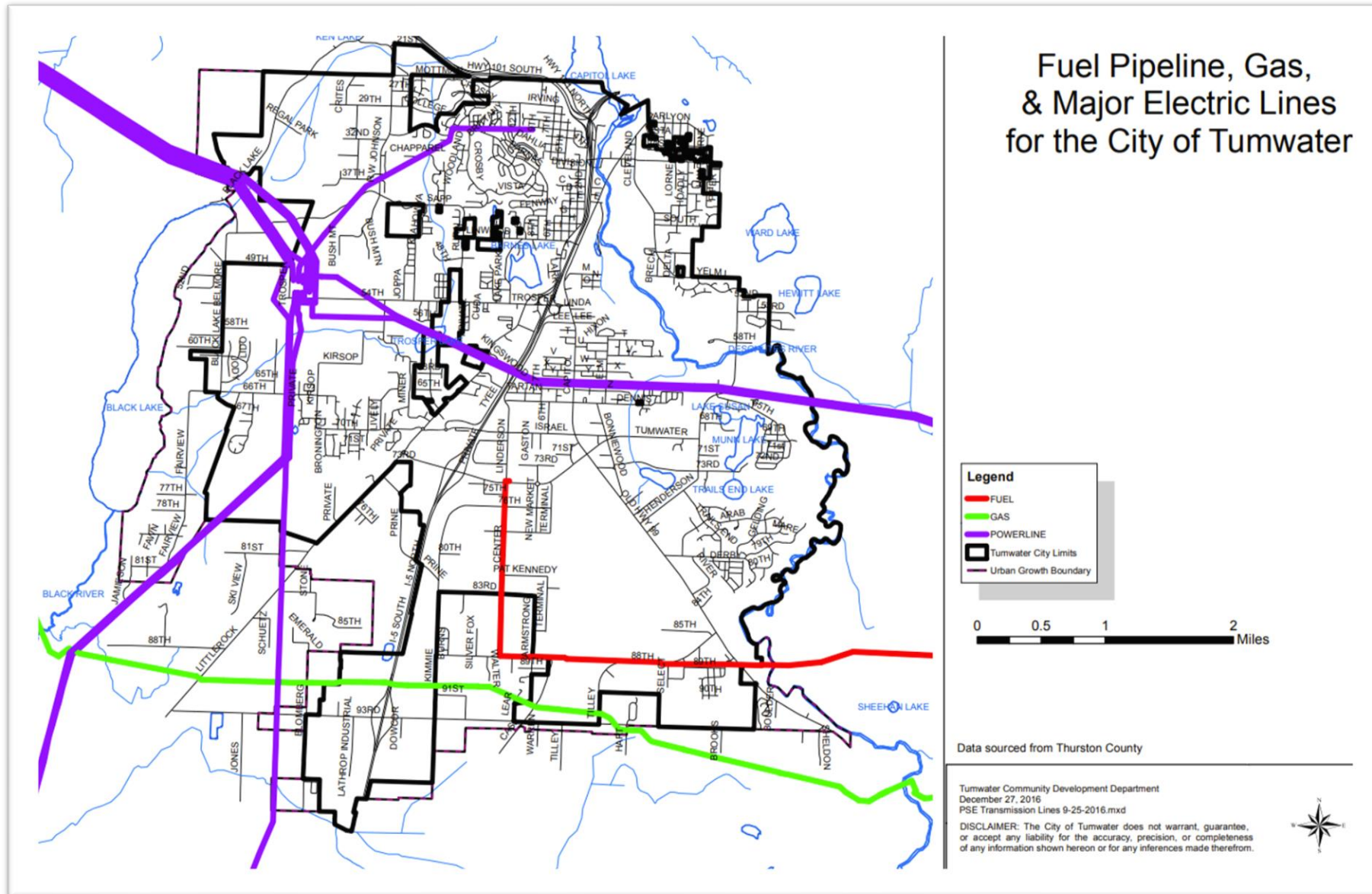


2016 Utilities Element

- Utilities Element discusses the general location, proposed location, and capacity of all existing and proposed private utilities
 - Natural gas
 - Electricity
 - Telephone
 - Utility pipelines
 - Cable television
 - Cellular
 - Broadband internet



2016 Utilities Map



2025 Topics to Address as Part of the Update

Lands for Public Purposes Element:

- Address Organics Management Facility Siting (ESSHB 1799)
- Update inventory and projected needs for public buildings, facilities and services over the 20-year planning period
- Use the updated City and urban growth area 20-Year population forecasts
- Update provisions for protection of the quality and quantity of groundwater used for public water supplies

2025 Topics to Address as Part of the Update

Lands for Public Purposes Element:

- Allow expansion of the area in the City that would allow for essential public facilities such as inpatient facilities as part of Planning Commission's 2022 Comprehensive Plan amendment cycle recommendations
- Group A water system plans must include climate resilience element if initiated after June 30, 2024



2025 Topics to Address as Part of the Update

Utilities Element:

- Include all electrical, telecommunication, and natural gas systems and make a good faith effort to gather information from them (E2SHB 1181)
- Update general location, proposed location and capacity of all existing and proposed gas, electric, cable television, and telecommunications to year 2045
- Update wireless telecommunication facilities information as needed
- Update the general location, proposed location, and capacity of all existing and proposed utilities
- Incorporate provisions of the updated 2023 Hazard Mitigation Plan as appropriate
- Update Maps

New Requirements

- Special consideration for environmental justice in goals and policies (E2SHB 1181)
- Address Organics Management Facility Siting (ESSHB 1799)

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Current Lands for Public Purposes & Utilities Element

Link to current Elements:

[Tumwater Comprehensive Plan | City of Tumwater, WA](#)

Commerce Guidance Materials

- *Periodic Update Checklist for Fully Planning Cities* (Commerce, March 2023)
- *A Guide to the Periodic Update Process Under the Growth Management Act – Fully-Planning Counties & Cities* (Commerce, 2022)
 - Commerce Periodic Update Materials, including:
 - Capital Facilities Planning
 - *Capital Facilities Planning Guidebook* (Commerce, October 2014)
 - Stormwater
 - *Building Cities in the Rain: Watershed Prioritization for Stormwater Retrofits* (September 2016)



Next Steps

- Staff complete Gap Analysis – December 2023
- General Government Committee briefing – December 13, 2023
- Public Works Committee Briefing – January 18, 2024

Comments and Contact information

Written comments are welcome at any time during the periodic update process and staff will address and publish all formal comments

City of Tumwater Contact:

Brad Medrud, AICP
City of Tumwater Planning Manager
Community Development Department
555 Israel Road SW
Tumwater, WA 98501
Phone: 360-754-4180
Email: bmedrud@ci.tumwater.wa.us

- The periodic update email is compplan@ci.tumwater.wa.us
- All documents related to the periodic update will be located on the [City's periodic update webpage](#)



Tumwater City Plan 2036

Lands for Public Purposes Element



Primary Partners:



Tumwater School District



**CITY OF TUMWATER
LANDS FOR PUBLIC PURPOSES ELEMENT**

*2016 Update/Adopted December 20, 2016
Amended December 2019, O2019-004*

TUMWATER CITY COUNCIL

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Leatta Dahlhoff
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Joel Hansen
Michael Althausen

TUMWATER CITY STAFF

John Doan, AICP, City Administrator
Michael Matlock, AICP, Community Development Director
Brad Medrud, AICP, Planning Manager
David Ginther, Senior Planner
Megan Lande, Planning Intern

CITY OF TUMWATER
LANDS FOR PUBLIC PURPOSES ELEMENT

2016 Update/Adopted December 20, 2016
Amended December 2019, O2019-004

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1. INTRODUCTION

1.1 Introduction

The Lands for Public Purposes Element addresses those facilities and lands owned, operated, or franchised by a unit of general or special purpose local government for the health, safety, and general wellbeing of its citizens. Lands for public purposes also include utility corridors owned or operated by private utilities subject to public service obligations. Public facilities, public services, and private utility corridors are included in this definition.

Lands for public purposes include buildings, equipment, and whole systems of activities of governmental services provided for the public. They are important components of a city and add measurably to the quality of urban life.

Essential public facilities are those public facilities that are typically difficult to site. They include airports, state education facilities, regional transit authority facilities as defined in RCW 81.112.020, state or regional transportation facilities as defined in RCW 47.06.140, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities as defined in RCW 71.09.020. Chapter 3 of this Element identifies locally- essential public facilities and identifies a process for siting those facilities.

The demand for more and varied community facilities and services increases as urban growth continues, population grows, existing facilities become obsolete, and living standards and expectations rise. This plan will identify issues and policies that ensure a provision of lands for public purposes and essential public facilities that is coordinated with the overall Comprehensive Plan.

The Growth Management Act requires that Tumwater identify lands useful for public purposes. The Growth Management Act also requires that Tumwater prepare a prioritized list of lands necessary for the identified public uses including an estimated date by which the acquisition will be needed.

In light of the requirements of the Growth Management Act, the City has prepared the Lands for Public Purposes Element. This Element addresses some facilities directly and references other documents included in the Comprehensive Plan. The plan addresses lands for public purposes in both the City and its Urban Growth Area.

**LANDS FOR PUBLIC PURPOSES ELEMENT
CHAPTER 1**

INTRODUCTION

The goal of the Lands for Public Purposes Element is to determine the needs for public facilities in Tumwater and its Urban Growth Area for the next 20 years ensuring the City is able to accommodate new growth. Identification of specific sites and phasing of facilities where appropriate occurs when the City updates its Capital Facilities Plan. The Element also addresses lands for public purposes.

The Utilities Element is dedicated to planning for the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines consistent with RCW 36.70A.

The demand for more and varied community facilities and services increases as urban growth continues, population grows, existing facilities become obsolete, and living standards and expectations rise. This plan identifies issues and policies that ensure a provision of lands for public purposes and essential public facilities that is coordinated with the overall Comprehensive Plan and with provision of essential public facilities region-wide.

Table 1 identifies documents that address each of the listed facilities in detail. These documents are incorporated by reference into this plan.

Table 1. Foundational Plans and Data

Topic Index	Supporting Plans and Materials
General Policy	<ul style="list-style-type: none"> • Land Use Element • County-Wide Planning Policies, Thurston County (2015) • Natural Hazards Mitigation Plan for the Thurston Region (2009) • Sustainable Thurston, Thurston Regional Planning Council (2013)
Utility Corridors	<ul style="list-style-type: none"> • Utilities Element

LANDS FOR PUBLIC PURPOSES ELEMENT
CHAPTER 1

INTRODUCTION

Topic Index	Supporting Plans and Materials
Transportation System	<ul style="list-style-type: none"> • Parks, Recreation, and Open Space Plan (Element) • Transportation Element • Capital Facilities Plan (2016-2021) • 2040 Regional Transportation Plan, Thurston Regional Planning Council (2016) • Intercity Transit Strategic Plan (2016-2021) • Railroad Right of Way Preservation and Use Strategy for the Thurston Region (1992) • Regional Transportation Improvement Program, Thurston Regional Planning Council (2016-19) • Transportation Improvement Plan (2016-2021) • Thurston Regional Trails Plan (2007) • Brewery District Plan (2014)
Solid Waste Management	<ul style="list-style-type: none"> • Thurston County Solid Waste Management Plan, Thurston Regional Planning Council (2009)
Sewage Treatment Facilities and Sanitary Sewer Systems	<ul style="list-style-type: none"> • Capital Facilities Plan (2016-2021) • Sanitary Sewer Comprehensive Plan (2015) • Thurston County On-Site Sewage Management Plan (2014) • Wastewater Resource Management Plan, LOTT Clean Water Alliance (2015)

LANDS FOR PUBLIC PURPOSES ELEMENT
CHAPTER 1

INTRODUCTION

Topic Index	Supporting Plans and Materials
Stormwater Systems and Facilities	<ul style="list-style-type: none"> • Capital Facilities Plan (2016-2021) • Black Lake Basin Water Resource Protection Study, Thurston Regional Planning Council (2015) • Budd/Deschutes Watershed Plan, Thurston Regional Planning Council (2009) • Comprehensive Stormwater Implementation Plan (2002, 2016 Plan in development) • Deschutes River, Percival Creek, and Budd Inlet Tributaries Total Maximum Daily Load Water Quality Improvement Report and Implementation Plan, WA Department of Ecology (2015) • Northern Thurston County Groundwater Management Plan (1992) • Percival Creek Drainage Basin Plan, Thurston Regional Planning Council (1993) • Salmon Creek Comprehensive Drainage Basin Plan (2004) • Thurston Regional Drainage and Erosion Control Manual, Thurston Regional Planning Council (2009, 2016 Plan in development)
Water Systems and Facilities	<ul style="list-style-type: none"> • Conservation Element • Capital Facilities Plan (2016-2021) • Northern Thurston County Groundwater Management Plan (1992) • Water System Plan (2010-2015) • Wellhead Protection Plan (2010 informal update, 2016 update underway)
Parks, Recreation, and Open Space	<ul style="list-style-type: none"> • Conservation Element • Parks, Recreation, and Open Space Plan (Element) • Shoreline Master Program (2014) • Capital Facilities Plan (2016-2021)
Fire Protection	<ul style="list-style-type: none"> • Comprehensive Emergency Management Plan (2010) • Fire Master Plan (2009)
Police Protection	<ul style="list-style-type: none"> • Police Master Plan (2001)

**LANDS FOR PUBLIC PURPOSES ELEMENT
CHAPTER 1**

INTRODUCTION

Topic Index	Supporting Plans and Materials
School Facilities	<ul style="list-style-type: none"> • Capital Facilities Plan (2014 – 2020), Tumwater School District (2014) • Capital Facilities Plan (2016 – 2021), Olympia School District (2015)
Library Services	<ul style="list-style-type: none"> • Timberland Regional Library Strategic Plan: Annual Timberland Regional Library Action Plan/Progress Report, Timberland Regional Library (2014-2018)
City Facilities	<ul style="list-style-type: none"> • Capital Facilities Plan (2016-2021) • City of Tumwater Resource Conservation Management Program (Phase 1 and 2) - Energy Conservation Assessment, State General Administration and Washington State University Extension Energy Program (2008)

1.2 County-Wide Planning Policies

The Growth Management Act requires that comprehensive plans be consistent with Thurston County's County-Wide Planning Policies, as amended in 2015. The following is a list of relevant policies that apply to this Element of the Comprehensive Plan. All County-Wide Planning Policies are adopted as Appendix B to the Comprehensive Plan. The relevant sections of the County-Wide Planning Policies to this element are cited below.

The Lands for Public Purposes Element contains goals, policies, and actions that address County-Wide Planning policies 1.1 through 1.14. These goals, policies, and actions support Tumwater and Thurston County's vision for compact, efficient urban development that phases outward from the urban core by efficiently providing Lands for Public Purposes to Tumwater and its Urban Growth Area.

II. Urban Growth Areas

2.2 The boundaries of the urban growth areas must meet the following criteria

[...]

b. Be served by or planned to be served by municipal utilities.

[...]

The Lands for Public Purposes element, along with the Utilities element, provides an overview of existing services (Chapter 2 of this element) to assist with the assessment of public services in the urban growth area.

III. Promotion of Contiguous and Orderly Development, Provision of Urban Services, and Protection of Rural Areas

3.1 Concentrate development in urban growth areas and protect rural areas by:

[...]

- c. Phasing urban development and facilities outward from core areas.*

[...]

- h. Where urban services and utilities are not yet available, require development be configured so urban growth areas may eventually infill and become urban.*

[...]

3.2 Coordinate Urban Services, Planning, and Development Standards through:

- a. Maximizing the use of existing infrastructure and assets and leveraging the value of these in building vital, healthy, and economically viable communities.*
- b. Making public investments that further multiple community goals, target identified priorities, and leverage additional investment.*

[...]

- d. Providing and maintaining municipal services (water, sewer, solid waste, public safety, transportation, and communication networks) in a sustainable, and cost effective manner.*

- e. *Coordinating planning and implementation of policies regarding urban land use, parks, open space corridors, transportation, and infrastructure within growth areas. Developing compatible development standards and road/street level of service standards among adjoining jurisdictions.*
- f. *Developing and ensuring the enforcement of agreements between Thurston County and the cities and towns within its borders that ensure development occurring within unincorporated urban growth areas is consistent with city utility and storm water planning and conforms to the development standards and road/street level of services standards of the associated city or town.*
- g. *Phasing extensions of urban services and facilities concurrent with development and prohibiting extensions of urban services and facilities, such as sewer and water, beyond urban growth boundaries except to service existing development in rural areas with public health or water quality problems.*
- h. *Identifying, in advance of development, sites for schools, parks, fire and police stations, major storm water facilities, greenbelts, open space, and other public assets. Acquisition of sites for these facilities shall occur in a timely manner and as early as possible in the overall development of the area.*

3.4 *Provide Capacity to accommodate planned growth by:*

- a. *Assuring that each jurisdiction will have adequate capacity in transportation, public and private utilities, storm drainage systems, municipal services, parks, and schools to serve growth that is planned for in adopted local comprehensive plans; and*
- b. *Protecting groundwater supplies from contamination and maintaining ground water in adequate supply by identifying and reserving future supplies well in advance of need.*

Chapter 3 of this element explains the process for siting and expanding essential public facilities to best support the creation of dense, urban development in appropriate areas while protecting rural areas and the resources they provide. Chapter 2 also provides the rationale behind the siting and the future need for expansions of some of the public services Tumwater provides.

V. *Siting County-Wide and State-Wide Public Capital Facilities*

The County-Wide requirements for the siting public capital facilities are met by this element in Chapter 2: Siting and Expansion.

IX. *TRANSPORTATION*

- 9.1 *Increase transportation choices to support all ranges of lifestyles, household incomes, abilities, and ages.*
- 9.2 *Increase opportunities for ride transit, biking, walking, ridesharing, allowing and encouraging flexible work schedules, and teleworking.*
- 9.3 *Encourage efficient multi-modal transportation systems that are based on regional priorities and are coordinated with county and city comprehensive plans.*
 - a. *Local comprehensive plans will consider the relationship between transportation and land use density and development standards.*
 - b. *Local comprehensive plans and development standards should provide for local and regional pedestrian and bicycle circulation.*
 - c. *Improved transit service will be based on Intercity Transit's plans, informed by and consistent with the regional transportation plan and local comprehensive plans.*

[...]

Section 2.1 offers an inventory of the transportation system, references to more in depth plans, and some long-term goals for improving multi-

modal transit options.

X. ENVIRONMENTAL QUALITY

10.3 *Protect the soil, air, surface water, and groundwater quality, through:*

[...]

- b. *Ensuring adequate clean water is available to support household and commercial needs while sustaining ecological systems through conservation, balancing of uses, and reuse.*
- c. *Protecting ground and surface water and the water of the Puget sound from further degradations by adopting and participating in comprehensive, multi-jurisdictional programs to protect and monitor water resources for all uses.*

[...]

10.4 *Take action to conserve resources, increase use of renewable resources, and decrease dependence on non-renewable resources by:*

[...]

- b. *Encouraging the reuse and recycling of materials and products and reduction of waste to the maximum extent practicable.*

[...]

Water conservation, wellhead protection, and low impact development standards are discussed within this element as a means of protecting water quality. Section 2.2.1 addresses how Tumwater might begin to increase reuse and recycling through the Pathways to Zero Waste, a blend of innovative policies to reduce waste production and accumulation.

1.3. Sustainable Thurston

Tumwater adopts as part of the Lands for Public Purposes Element of the Comprehensive Plan, the following Sustainable Thurston Goals:

1.3.1 Priority Goals

- Priority Goal 3: Create a robust economy through sustainable practices.
- Priority Goal 4: Protect and improve water quality, including groundwater, rivers, streams, lakes, and the Puget Sound.
- Priority Goal 5: Plan and act toward zero waste in the region.
- Priority Goal 6: Ensure that residents have the resources to meet their daily needs.
- Priority Goal 8: Ensure that the region's water supply sustains people in perpetuity while protecting the environment.
- Priority Goal 9: Move toward a carbon-neutral community.
- Priority Goal 10: Maintain air quality standards.
- Priority Goal 11: Provide opportunities for everyone in the Thurston Region to learn about and practice sustainability.
- Priority Goal 12: Make strategic decisions and investments to advance sustainability regionally.

1.3.2 Leadership & Participation Goals

- L-1: Become a model for sustainability and livability. Identify resources, organizational structure, and educational opportunities to achieve regional sustainability goals.
- L-2: Develop regional plans and strategies essential to meeting sustainability priority goals and targets.
- L-3: Increase regional, multi-regional, and state coordination and collaboration.

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1.3.3 Community Goals

C-1: North County — Urban Corridors & Centers: Create vibrant city centers and activity nodes along transit corridors that support active transportation and housing, jobs, and services.

1.3.4 Economy Goals

EC-4: Provide robust infrastructure to support economic development.

EC-5: Ensure adequate supply of shovel-ready land along primary transportation corridors and invest in commercial and industrial redevelopment.

EC-6 Foster a progressive education system to match worker skills with employer needs.

1.3.5 Housing Goals

H-4: Maximize opportunity to redevelop land in priority areas by investing in infrastructure and environmental remediation.

1.3.6 Schools & Transportation Goals

S-1: Encourage safe and active school transportation to improve community health, economic, and environmental outcomes.

S-2: Improve community coordination to create schools that use land, tax dollars, and other resources efficiently.

S-3: Improve infrastructure around schools that results in safe pedestrian, bicycle, and bus access.

1.3.7 Water Infrastructure Goals

WI-1: Provide efficient and effective drinking water infrastructure.

WI-2: Manage wastewater in a cost-effective and environmentally sound way.

WI-3: Manage stormwater in a cost-effective and environmentally sound way.

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WI-4: Expand the use of reclaimed water for non-potable uses.

1.3.8 Public Safety Goals

PS-1: Provide emergency services in a dependable and efficient manner to meet the dynamic needs of a diverse society.

PS-2: Create a resilient region by improving disaster preparedness, response, and recovery efforts, as well as by expanding public safety education.

1.3.9 Solid Waste Goals

SW-1: Plan and take action to reduce, reuse and recycle as much waste as possible and meet the needs of current and future populations.

SW-2: Continue to plan for, educate, assist, and offer access to safely and efficiently manage disposal and reduce hazardous waste.

1.3.10 Environmental Goals

E-2: Reduce the region's carbon footprint and protect critical infrastructure in case of extreme weather or sea level rise.

E-3: Conserve and protect drinking water to meet the region's daily and long-term needs.

E-4: Protect, preserve, and restore streams, wetlands, and shorelines to protect water quality.

1.4 Population and Demand

In order to determine possible needs and system capacities for lands used for public purposes over the 20-year planning period, it is necessary to project future population.

Table 2 shows projected population growth for Tumwater and its Urban Growth Area. The Thurston Regional Planning Council developed this and it is based upon a hybrid economic and demographic model.

Thurston Regional Planning Council has applied two growth scenarios in their projection: current trends and full density. The current projection shows that growth will occur as it has with existing zoning and development regulations. The

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full density forecast assumes that development will occur in a more compact manner than presently occurs and that more growth will be accommodated in Tumwater and its Urban Growth Area. Given the goals and mandates of the Growth Management Act and the policies and land use designations used in the Land Use Element and the Housing Element, the full density population projection has been used.

Table 2. Tumwater and Urban Growth Area 20-Year Population Projection

	2015¹ Population	2035² Population	Population Increase	Percent Increase 2015-2035
Tumwater	21,939	34,680	12,741	58%
Urban Growth Area	3,250	8,203	4,954	152%
Combined Areas	25,188	42,883	17,695	70%

Source: ¹ Office of Financial Management, Forecasting Division

² The Profile, October 2015, Thurston Regional Planning Council, and the Population and Employment Forecast for Thurston County Final Report

Note: The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

Table 2 shows the total population within Tumwater's city limits will be 34,680 by 2035.¹ The population within Tumwater's city limits was 21,939. This means an additional population of 12,741 must be accommodated within the city limits within the 20-year planning period.

1.5 Urban Growth Area

Section II of the Thurston County, County-Wide Planning Policies contains specific guidelines and policies for the provision of urban services within the Urban Growth Area. These policies are adopted by reference and are included in their entirety in the Appendix B of the Land Use Element.

County-wide policies should guide the development and provision lands for public purposes within the Tumwater Urban Growth Area. These policies are implemented through the Joint Planning process. Tumwater coordinates with the Thurston Regional Planning Council and Thurston County along with other service providers to

¹ The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

identify areas of shared need for public facilities.

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2.1 Transportation System

The Transportation Element contains goals and policies for transportation, documents existing traffic conditions, develops a future and existing land use base traffic model, develops an impact fee program, and develops recommendations for traffic improvements including future transportation corridors.

The *Regional Transportation Plan* prepared by the Thurston Regional Planning Council addresses transportation needs on a region-wide basis.

The *Thurston Regional Planning Council Transportation Improvement Program* contains specific recommendations for transportation improvement within the County.

2.1.1 Streets and Roads

The Transportation Element is hereby incorporated by reference. It should be consulted for information on street and road corridors and the modal integration of Tumwater and its Urban Growth Area that is more detailed.

The Capital Facilities Plan identifies funding for the transportation improvements in Tumwater and it is hereby incorporated by reference.

2.1.2 Regional Transit Facilities and Services

The *Intercity Transit Strategic Plan* is the master planning document that drives Intercity Transit operations and service delivery. The plan, updated annually, highlights service concepts, resource priorities, capital investments, and policy direction. It is based on population growth, regional development, and financial forecasting. The *Intercity Transit Strategic Plan* includes operational policy positions that guide the agency and its vision for public transportation service delivery in the region, including within Tumwater. The *Intercity Transit Strategic Plan* is hereby incorporated by reference.

2.1.3 Transit Service and Facilities Inventory

There are six Intercity Transit routes directly providing service to and from Tumwater: Local Routes: 12, 13, 42, 43, 68, and Express Route 609 from Tumwater to Lakewood.

Fixed Local Transit Routes

Route 12: Olympia to Tumwater, a neighborhood collector via Capitol Blvd to Littlerock Road and Department of Health – Labor and Industries

- Weekdays: 30-minute peak and 60-minute off-peak service, 6 a.m. – 11 p.m.
- Weekends: 60-minute service from 8:15 a.m. – 8:40 p.m.

Route 13: Olympia to Tumwater, a trunk route via Capitol Blvd to Labor and Industries

- Weekdays: 15-minute service 6:15 a.m. – 5:45 p.m. then 30 to 60-minute service 5:45 p.m. – 10:50 p.m.
- Weekends: 60-minute service from 8:45 a.m. – 10:50 p.m. Saturdays and to 8:10 p.m. Sundays

Route 42: Olympia to Tumwater, a circulator loop route via South Puget Sound Community College to County Accountability and Restitution Center – Family Court to Black Lake and Cooper Point

- Weekdays only: 30-minute service broken into four groupings for morning (7:15 – 9:00 a.m.), mid-day (12:00 – 1:30 p.m.), and late afternoon/evening (3:00 – 6:20 p.m.)

Route 43: Olympia to Tumwater, a neighborhood collector via Deschutes Parkway to the Courthouse, South Puget Sound Community College, and Tumwater Square

- Weekdays: 30-minute service 6:15 a.m. – 7:40 p.m.
- Saturdays: 60-minute service 8:45 a.m. – 7:10 p.m.

Route 68: Olympia to Tumwater to Lacey, a neighborhood collector via Olympia Transit Center to Tumwater Square to Henderson Boulevard to Yelm Highway, Corp Center Transfer Station, via Ruddell Road, Mullen Road, Carpenter Road, and Pacific Avenue to the Lacey Transit Center

- Weekdays and Saturdays: 30-minute service morning and afternoon peak and 60-minute off peak, 6 a.m. – 8:30 p.m.

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- Sundays: 60-minute service from 8:30 a.m. – 8:30 p.m.

Express Route 609: Tumwater to Lakewood Express service via Department of Health – Labor and Industries, Capitol Campus, Hawks Prairie Park and Ride to Lakewood Station-SR 512 Park and Ride. Grant funded through mid-June 2017

- Weekdays only: 10 northbound trips and 11 southbound trips between 5 a.m. – 7:30 p.m.

Paratransit Service

Dial-A-Lift: On-demand service at least 24-hour reservation for qualified mobility challenged clients: operates seven days a week throughout the service district following the same operating hours as fixed route service. The service covers up to $\frac{3}{4}$ mile on either side of a fixed route in urban areas and up to 1 $\frac{1}{2}$ miles either side of a fixed route in rural areas.

Commuter Vanpool Program

Vanpool: Groups of 5 – 15 people lease a commuter van on a monthly basis to commute to/from work. A van group must originate in or end in Thurston County to qualify for its use. Intercity Transit currently has approximately 200 vanpools operating weekdays throughout the Puget Sound area. Groups are traveling as far south as Chehalis as well as north to Bremerton, Renton, Redmond, and Seattle.

- Vanpools ending in Tumwater: 39
- Vanpools originating in Tumwater: 4

Employment Assistance Program

Village Vans: Federal and state funded program offers two free programs: driver training/job skills and work-related transportation for low-income job seekers. Vans operate throughout Intercity Transit's service district. Program coordinates efforts with a number of service organizations and South Puget Sound Community College, including "WorkSource Thurston County," located on Irving St SW, Tumwater.

Capital Facilities in Tumwater

Tumwater Square: Currently, four routes serve this on-street location on weekdays and Saturdays, and three routes on Sundays. Tumwater

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Square includes bus shelters and waiting areas on both sides of Cleveland Avenue, adjacent to the Safeway grocery store. Routes 12, 13, 43, and 68 serve this stop as does Rural and Tribal Transit vans.

In line with the Brewery District Plan, the City and Intercity Transit are working on moving the Tumwater Transfer Station to Capitol Boulevard, between Custer Way and Cleveland Avenue.

State office – Department of Labor and Industries: Intercity Transit maintains a transfer stop at the main entrance to the Labor and Industries Building. Routes 12, 13, and 609 serve this stop as does Rural and Tribal Transit.

Tumwater Park and Ride Lot: Agreement with property owner of State Department of Health facility to use 30 stalls of the parking lot at Israel/Bonniewood Drive SE. Routes 12 and 609 serve this lot.

South Puget Sound Community College (Olympia): InterCity Transit maintains a transfer stop at the main entrance to the community college. Routes 42, 43, and 44 serve this stop.

Bus Stops/Shelters: There are approx. 945 bus stops throughout Intercity Transit's service district. Of those, about 120 are within Tumwater.

Other Public Transportation Service Providers

Rural and Tribal Transit: Operates 4 fixed routes between the South County (Rochester, Grand Mound, Centralia, Bucoda, Tenino, Rainier, and Yelm/Nisqually Reservation). Rural and Tribal Transit provides service to the State's Labor and Industries building and to InterCity's Tumwater Square Transfer Station. Riders can transfer to and from Intercity Transit service at either of these transfer points. Weekdays only: trip schedules vary but generally from 6 a.m. – 6 p.m. on most routes.

2.1.4 Pedestrian and Bicycle System

Promoting the increased use and safety of bicycling and walking as transportation modes is city, regional, state, and federal transportation policy.

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The purpose of a pedestrian and bicycle transportation system is to provide opportunities to walk or ride a bicycle safely as part of their everyday life. The vision for a system of connected biking and walking infrastructure requires the creation of a changed transportation system that offers not only choices among travel modes for specific trips, but more importantly presents these options in a way that they are real choices that meet the needs of individuals and society as a whole. Some of the long-term goals of effectively designed pedestrian and bicycle systems include:

- Doubling the percentage of trips taken by bicycling and walking for all transportation purposes and simultaneously reduce the number of bicyclist injuries and fatalities.
- Increasing the number of bicyclists and pedestrians or increasing facility mileage each year.
- Improving the connections among bicycle, pedestrian, and transit systems.
- Allowing people to bicycle safely and conveniently within five miles of their homes and to make streets and roads "bicycle friendly" and well designed to accommodate both motorized and non-motorized modes of transportation.

Network performance criteria should be developed. Some applicable criteria would be accessibility, directness, continuity, route attractiveness, low numbers of conflicts with other route users, number of bicycle links with transit, cost, and ease of implementation.

The *Thurston Regional Trails Plan*, the Transportation Element, and the Tumwater Parks, Recreation, and Open Space Plan address the creation of trails as a means of transportation for pedestrians and bicyclists.

2.2 Solid Waste Management

The *Thurston County Solid Waste Management Plan* addresses waste management in all incorporated and unincorporated areas of Thurston County.

The *Thurston County Solid Waste Management Plan* is hereby incorporated by reference. It should be consulted for information on landfill siting and solid waste management for Tumwater and the Urban Growth Area that is more detailed.

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Each year the solid waste disposal system is reviewed through the County's Capital Facilities Plan. The County's Capital Facilities Plan process identifies those capital projects required to meet the policy goals and objectives in the *Thurston County Solid Waste Management Plan* and the *Thurston County Comprehensive Plan*, to comply with federal and state law, and address facility safety, operational, capacity, and obsolescence issues.

The project assessment objectively ranks projects based on:

- Ability to meet level of service
- Regulatory compliance
- Health and safety goals and policies
- Sustainability
- Technical feasibility
- Other associated costs

Projects are scheduled over a six-year period relative to their ranking.

The majority of waste generated within the county passes through the Thurston County Waste and Recovery Center prior to being sent for disposal or recovery. The Thurston County Waste and Recovery Center was built on the Hawks Prairie Landfill, and was opened when the landfill closed in 2000. The landfill had served as the primary disposal facility in the county.

The Thurston County Waste and Recovery Center contains a collection of solid waste facilities, including a tollhouse, a recycling drop off center, a yard waste drop off facility, a hazardous materials drop off center (HazoHouse), and a transfer station. The facility is located just outside of Lacey in the northeastern portion of the county along the I-5 corridor. In addition, there is a demonstration garden called the "Closed Loop Park." Thurston County provides space to Goodwill Industries for a collection center at the entrance to the facility.

The Thurston County Waste and Recovery Center transfer station was constructed by Allied Waste Industries, Inc. (Allied) and LeMay to serve as the main collection point for all municipal solid waste collected in the county to be transferred to the Roosevelt Landfill. On average, the Thurston County Waste and Recovery Center receives about 550 tons per day of municipal solid waste.

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In addition to household solid waste, this includes:

- 100 tons/day of construction and demolition waste;
- 42 tons/day of yard and food waste; and
- 4 tons/day of recyclable materials.

A new HazoHouse facility is a priority within the County Solid Waste System. While the operational mitigation measures at the current facility have allowed Thurston County to work with the State Department of Ecology and the County Health Department to keep it open while a new facility is designed, they have indicated that a new facility is needed. The new facility should be constructed to meet, at a minimum level, the state minimum standards for municipal waste collection facilities. The facility could be at the same location at the Thurston County Waste and Recovery Center, which is on top of the existing landfill, to make continued use of the protection offered by the landfill liner. However, since the current facility is located on the old landfill, foundation improvements and a robust landfill-gas-capture and management system are necessary.

A new facility could also be sited at the Thurston County Waste and Recovery Center on solid ground at the property leased by Lakeside Asphalt and Paving. This location would require less foundation work, a less complex landfill-gas management system, and significantly less capital expense. Additional locations nearer the center of the population centers may also be viable. Thurston County has is planning for a replacement facility but has not decided on a site on which to construct it.

2.2.1 Pathways to Zero Waste

Despite new technologies and processes that have improved the ability of residents, businesses, and municipalities to handle, sort, and recycle materials, recycling volumes, including yard and food waste, in Thurston County have only improved slightly, and currently make up less than one percent of the total waste stream or 4 tons out of 550 tons per day. As landfills close and the city seeks innovative solutions to the problem of higher waste disposal costs, state government has fewer resources to help. Meanwhile, solid waste management is an important contributor to greenhouse gas emissions, which Washington is bound by law to reduce 25 percent by 2020 below 1990 levels and 80 percent by 2050.

Through a blend of innovative policies, ranging from technical assistance to legislation to initiatives to support and grow recycling markets, the *Solid Waste*

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Plan should address these challenges and place the region on the pathway to higher reuse and recycling volumes and reduced disposal that will make zero waste a reality including:

- Providing assistance to dramatically increase recycling and re-use;
- Seizing green economic opportunities to build local markets, jobs, and firms in recycling, re-use, and related material management efforts;
- Explore innovative and alternative technologies for converting municipal solid waste to energy or fuel when financially practical and environmentally safe;
- Increasing producer responsibility to reduce waste that needs to be recycled or disposed of by municipalities and eliminate products containing toxic chemicals from disposal; and
- Developing integrated solid waste management systems that minimize the amount of material that must ultimately be disposed of.

2.3 Sewage Treatment Facilities and Sanitary Sewer System

Sanitary sewage treatment in Tumwater is provided by the LOTT interception and treatment system. The LOTT system is based on a joint agreement, and it was created to serve the sewage collection and treatment needs of the cities and urban growth areas in north Thurston County. Participating members include the cities of Lacey, Olympia, Tumwater, and Thurston County.

LOTT has purchased a portion of the former Olympia Brewery and plans to build a reclaimed water treatment plant there. LOTT and the City of Tumwater recently extended a reclaimed water line and storage tank to the south side of the Tumwater Valley Golf Course. This tank stores reclaimed water that is being used to irrigate the golf course. LOTT's mid-range plan is to extend this water line east to Henderson Boulevard and then south to an infiltration facility next to Henderson on the bluff above the Deschutes River where LOTT has purchased land.

Currently, new development within the city limits and urban growth area is required to connect to LOTT if sewer line is available within reasonable distance, as defined in the City's Sewer Plan. Tumwater is in discussions with Thurston County, the cities of Olympia and Lacey, and LOTT on a plan to convert existing developments that are on septic systems to LOTT sewer lines. This is intended to reduce surface water and groundwater impacts from these existing systems.

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Sanitary sewer systems for Tumwater and the Urban Growth Area are addressed in detail in the *Comprehensive Sewer Plan*. The *Comprehensive Sanitary Sewer Plan* covers the existing and proposed sanitary sewer collection and conveyance system for the city limits and the Urban Growth Area.

The *Comprehensive Sanitary Sewer Plan* and any subsequent updates to this plan are incorporated by reference. It should be consulted for information on sanitary sewer systems and facilities within Tumwater and the Urban Growth Area that is more detailed.

The Capital Facilities Plan identifies funding for the Tumwater sanitary sewer system and it is incorporated by reference.²

2.4 Stormwater Systems and Facilities

Improvements to Tumwater's stormwater system are identified in the Capital Facilities Plan. This plan is incorporated by reference. In addition to these projects, Tumwater has implemented a comprehensive stormwater program since 2007 to meet National Pollutant Discharge Elimination System (NPDES) – Phase II permit requirements. Tumwater has also adopted groundwater-monitoring standards, similar to that of Thurston County, to examine long-term groundwater quality trends in the Salmon Creek Drainage Basin, Black Lake Drainage Basin, and Deschutes River Watershed and require developments to limit impacts of the projects to neighboring properties.

2.5 Water Systems and Facilities

The *Comprehensive Water System Plan* reviews land use, demands within the city's service area, supply sources, system deficiencies, and capital improvements to address those deficiencies, and water quality, including wellhead protection and utility operations and maintenance. This plan recognizes the need for coordination between

² Because LOTT is effectively an extension of the City (and the other partners), agreements are not needed to accommodate growth. However, coordinated planning is essential to ensuring capacity exists for Tumwater and all the LOTT partners. Every year, LOTT revisits the planning horizons with each jurisdiction and develops a capital program to accommodate growing demands. As we saw with the forecasts in the 2010 Water System, earlier growth projections sparked an aggressive capacity-building era at LOTT to ensure sufficient treatment capacity for future years. In 2015, LOTT re-evaluated growth projections and it has slowed capacity-building projects to reflect current growth projections more accurately.

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land use and water service provision. The Tumwater City Council adopted the *Comprehensive Water System Plan* and the State Department of Health approved it.³

The City's *Wellhead Protection Plan*, most recently updated in 2016, addresses groundwater protection. The plan identifies regulated areas where a program systematically reviews the management, use, and disposal of hazardous materials, details an early response-monitoring program, and outlines policies and goals for maintaining protections for groundwater. Wellhead protection requirements are also identified in Title 16 of the Tumwater Municipal Code (aquifer and wellhead protection standards). The implementation of Tumwater's Low Impact Development (LID) ordinance will provide best management practices in design and development to minimize stormwater runoff that could potentially harm Tumwater's water sources.

The *Comprehensive Water System Plan* and the *Wellhead Protection Plan* are hereby incorporated by reference. It should be consulted for information on water systems and facilities within Tumwater that is more detailed.

The Capital Facilities Plan identifies funding for the Tumwater water system and it is incorporated by reference.

³ In the 2010 Water System Plan, the planning forecast was based on growth and regional forecasts that have since changed for longer-term growth. For example, the forecast called for an Average Day Demand (ADD) of 4.45 Million Gallons Per Day (MGD) by 2015 (without conservation measures) and a Peak Day Demand (PDD) of 10.69 MGD.

In 2015, the City's actual ADD was 2.75 MGD (62% of the forecast) and PDD was 5.9 MGD (55% of forecast). The City's water plans are historically more conservative than reality, as the City plans for "worst case scenario" and heavy fast growth – in this case was experienced in the area from 2006-2008. All growth factors have relaxed, and the forecasts will be updated over the next year as part of the updated Water Plan to reflect this.

Regardless, the City continues to improve operational efficiency, encourage water conservation strategies, and seek new sources of water. Three such sources that were not addressed in the water system plan include a 1,000 gallon per minute (gpm) / 300 acre-feet (acft) water right under current negotiation for acquisition, another water right under negotiation for ~450 gpm / 172 acft, and the third the City will process for transfer in 2017 at the golf course for 2,000 gpm / 400 acft. All these acquisitions, aside from new water rights being pursued, will help the City meet the needs of future growth.

The City is actively pursuing development of the Brewery Wellfield, with planning and design efforts to get underway in 2017. In addition, work on the Southwest Wellfield will pick up in 2017, as well site approval has been received from the Thurston County Health Department. Other major projects completed since the 2010 water system plan include wellfield improvements, including replacement of two failing wells and expansion of production capacity at the Bush Wellfield.

2.6 Parks, Recreation, and Open Space

Recreation, the pursuit of leisure activities, enjoyment of the outdoors, and preservation of open space, habitat, and the natural environment are essential elements in maintaining a balance in the quality of life in Tumwater.

The Parks, Recreation, and Open Space Plan (Element) is an element of the Comprehensive Plan and the Thurston County Joint Plan for the Tumwater Urban Growth Area. A 20-year vision for parks, recreation programs, open space, and trails is identified in this plan. The Parks, Recreation, and Open Space Plan (Element) is incorporated by reference. It is the source for more detailed information on parks and open space related issues for Tumwater and its Urban Growth Area.

The Capital Facilities Plan identifies funding for parks and related facilities and it is hereby incorporated by reference.

2.7 Fire Protection and Emergency Medical Services

The Tumwater Fire Department is responsible for protecting the city from fire, medical, natural, and man-made emergencies. The department provides rescue, fire extinguishment, fire prevention, fire and arson investigation, emergency medical services, hazardous materials services, disaster services, and public education activities to its citizens. In addition to providing these services to citizens, the department also provides fire services to the Olympia Regional Airport and Fire District 15. Medic One services are also provided. The functions of the department are divided into five major divisions: 1) Administration, 2) Suppression, 3) Emergency Medical Services, 4) Training, and 5) Fire Prevention.

2.7.1 Administration

The Administrative division of the Fire Department is responsible for the overall management and administrative direction, planning and budgeting for all units within the department. Administration maintains ongoing relations with the other City departments to assist in overall planning for the community's development. The Fire Chief is also responsible for negotiation of fire service contracts, intergovernmental agreements, and acts as the Disaster Coordinator. Included are costs reflecting the Thurston County (CAPCOM) communication costs for dispatch services.

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The Suppression division responds to all fire and Emergency Medical Service (EMS) calls. They also conduct public safety inspections and assist in educating the public to prevent fires. In addition, the Suppression division performs maintenance on the fire apparatus and the Fire Station facilities to guarantee readiness.

2.7.3 Emergency Medical Services

Members of the Emergency Medical Services (EMS) division respond to advanced life support emergencies as established by a contract with Thurston County Medic One. Medic personnel are assigned to the Suppression division as the workload permits. Tumwater also enters into an annual inter-local agreement with Thurston County, which, among other things, provides for 80% funding of the program.

2.7.4 Training

The Training division is responsible for coordinating and supervising all departmental training to meet the objectives of the Administration division as required. This division monitors and evaluates the training through observation of manipulative skills at drills and actual incidents.

2.7.5 Fire Prevention

The Fire Prevention division performs the coordination of efforts between the Fire Department and the Community Development Department. This division is responsible for the public safety of the citizens of Tumwater by implementing code enforcement, public education, and fire investigation.

2.7.6 Summary

Continued emphasis is being placed on the administration and enforcement of the Uniform Fire Code. This includes on-going inspections of structures for and of occupancy and requires coordination with the Community Development Department by being part of the team of the Development Review Committee.

The *Tumwater Fire Services Plan* is incorporated by reference. It should be referenced for information regarding fire protection in Tumwater that is more detailed. The Capital Facilities Plan identifies funding for fire facilities and it is hereby incorporated by reference.

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The Tumwater Fire Department responds to calls from two city fire stations. The Headquarters Fire Station T-1, located next to Tumwater City Hall, serves the southern area of the city; and Station T-2, located at the intersection of Linwood Avenue and 2nd Avenue, serves the northern portion of the city.

Presently, fire protection is also provided in Tumwater's Urban Growth Area through four volunteer fire districts. These include:

- Fire District 9 – McLane
- Fire District 5 - Black Lake
- Fire District 11 – Littlerock
- Fire District 6 - East Olympia

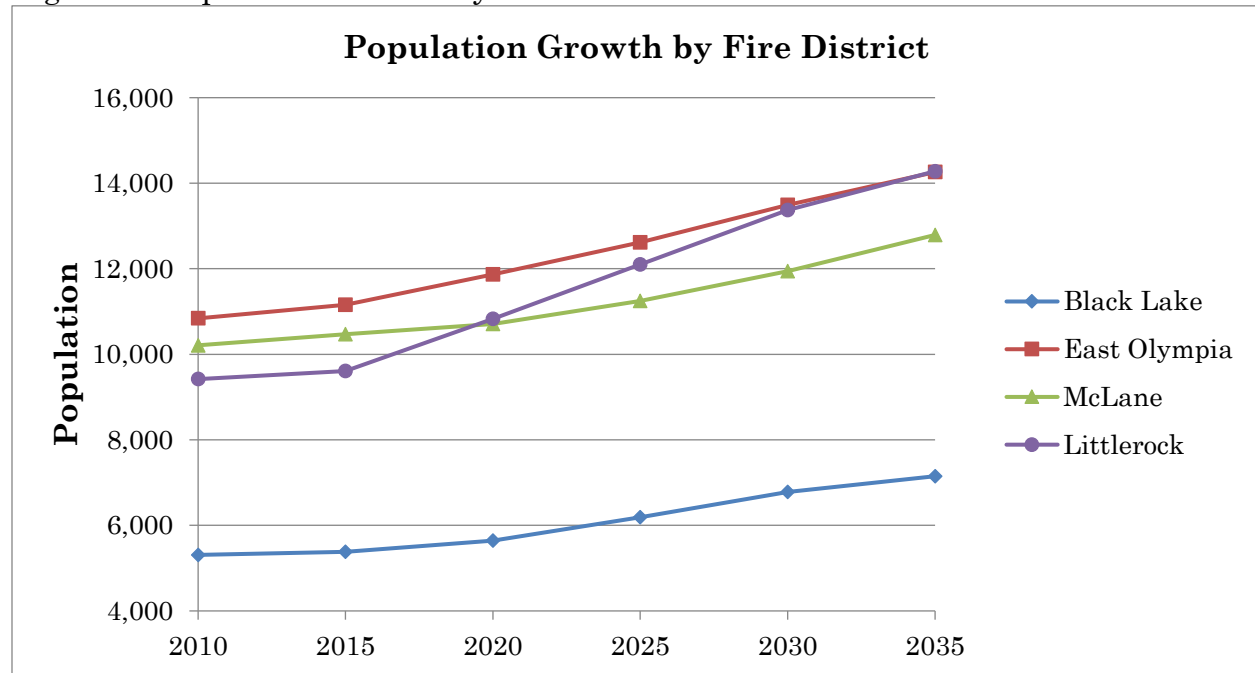
All Fire Districts in Thurston County are mapped in Appendix A.

Table 3. Population Growth by Fire District

Fire District	Year					
	2010	2015	2020	2025	2030	2035
Black Lake	5,310	5,380	5,640	6,190	6,780	7,150
East Olympia	10,840	11,160	11,870	12,620	13,490	14,260
McLane	10,210	10,470	10,710	11,250	11,940	12,790
Littlerock	9,420	9,610	10,830	12,100	13,370	14,280

Note: The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

Figure 1. Population Growth by Fire District



Thurston County does not provide fire protection to county residents. Tumwater presently has reciprocal mutual response agreements with all of the above-listed fire districts. A reciprocal mutual response agreement is an agreement whereby a fire district and the city both provide assistance depending on which unit is able to respond first.

2.8 Police Protection

The Police Department is responsible for maintaining law and order and providing police services to the community under the direction of the Police Chief. The agency provides for the preservation of life, protection of property, and reduction of crime. The department is organized into five areas: 1) Administration, 2) Patrol, 3) Traffic, 4) Investigation, and 5) Crime Prevention.

2.8.1 Administration

The Administration unit provides the overall management and administrative direction, planning, budgeting, scheduling, inspection, and training for the department. Also included in this division is the records management function, which maintains incident reports and prepares management reports and records necessary for the effective operation of the department. Additionally, the unit handles telephone and personal requests for service from the public at the Police

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Station. Tumwater continues to use the Nisqually Jail and Thurston County Accountability and Resource Center for holding and incarceration of defendants. Tumwater also enters into an interlocal agreement for all dispatch services with Thurston County CAPCOM.

2.8.2 Patrol

The Patrol unit deters and detects crime, apprehends violators, and renders other services designed to provide public protection. This is accomplished by preventive patrol, response to calls for service, and preliminary investigation and follow-up of reports and crimes.

2.8.3 Traffic

The Traffic unit promotes traffic safety and reduces traffic accidents. This is accomplished by enforcement of traffic laws, investigation of traffic accidents, providing input on engineering solutions for traffic safety, and public education.

2.8.4 Investigation

The Investigative unit conducts follow-up activities for serious cases, provides investigative assistance to the patrol unit, and investigates major crime scenes. This unit enforces narcotics violations through participation in the Thurston County Narcotics Task Force, performs crime analyses, and presents information to the Prosecutor's Office for filing of criminal proceedings.

2.8.5 Crime Prevention

Through pro-active patrol efforts, Tumwater Police reduce crime through public education and assistance in residential neighborhoods, the business community, and in the schools. They are responsible for planning and developing various community programs. The primary function is the administration of School Resource Officer program in the school system. The city sponsors the School Resource Officer program with staffing, training, and limited supplies. The Tumwater School District and the City are currently in discussions to expand the program to include two full time police officers.

2.8.6 Summary

The Police Department presently employs 32 commissioned officers and 5.5 non-commissioned administrative staff. The headquarters for this force is the Tumwater City Hall. Officers circulate throughout the city on patrol and respond to

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calls from the dispatch center located at 2703 Pacific Avenue SE, Suite A, in Olympia. Because the police force is constantly patrolling throughout the city, there is no need for multiple full service police stations. However, in the past, the police have established a satellite station where an enhanced presence was needed, and it is anticipated this could occur again in the future if the need arises. The current police headquarters was recently expanded to provide space for additional personnel. Thus, an expanded or new police headquarters is not anticipated to be needed within the planning horizon of this plan.

The *Police Master Plan* is incorporated by reference and it should be referenced for specific recommendations. The Capital Facilities Plan identifies funding for police facilities and it is hereby incorporated by reference.

Tumwater has been strongly committed to creating and providing a high level of police protection and services. Police protection services should expand at a rate consistent with community need.

2.9 School Facilities

Tumwater is served almost exclusively by the Tumwater School District. The boundaries of the Tumwater School District are indicated in Figure 2. The Olympia School District serves a few small areas of the city near the northeast city boundary.

Figure 2. Tumwater School District Boundary

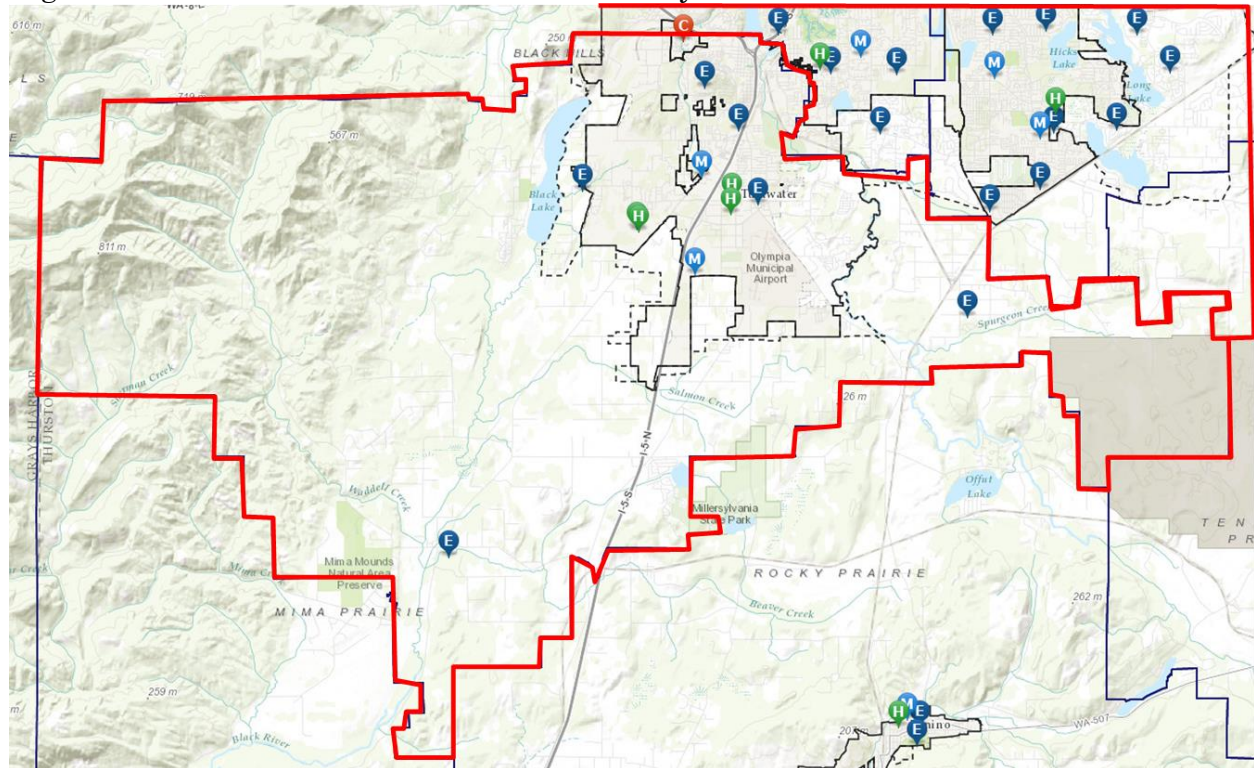
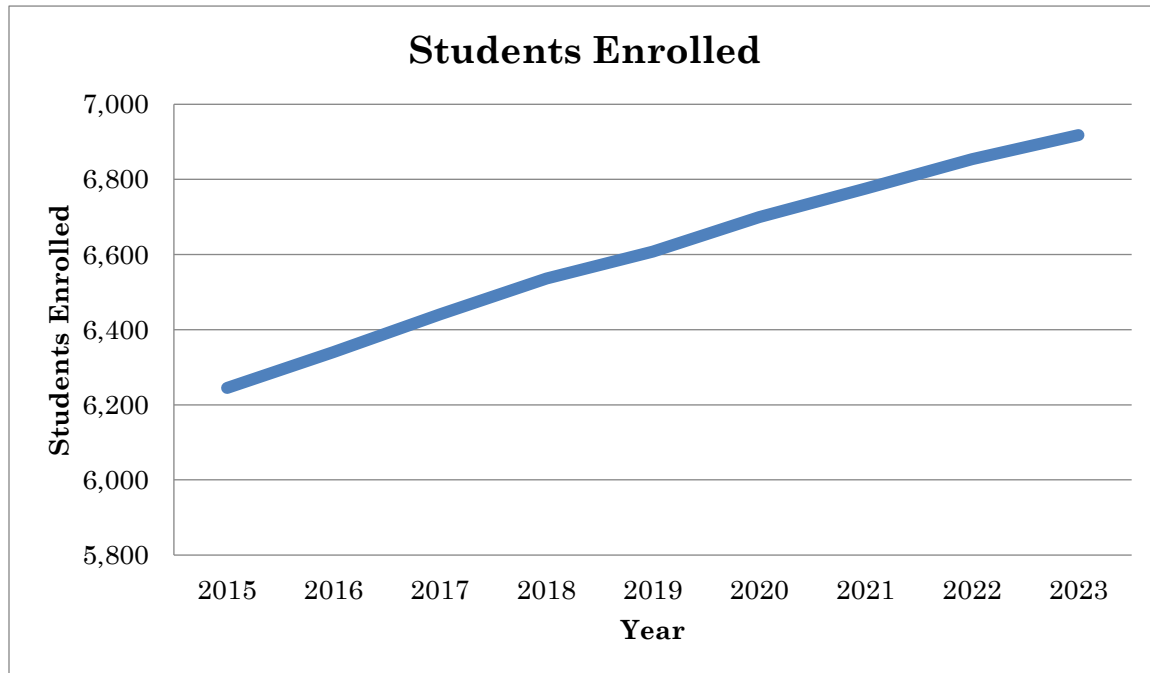


Figure 3. School District Population Growth Projection



Public schools are operated by local school districts and governed by state and federal laws and regulations. State funds provide a large part of school construction financing. School districts raise additional funds from local property taxes. State laws and State Board of Education Rules set standards for funding levels and facility development. School districts perform the task of planning new school facilities within those guidelines.

Tumwater works in cooperation with the Tumwater School District and the Olympia School District to determine and plan for the needs of the districts in Tumwater's Urban Growth Area for the 20-year planning period. The districts have provided information regarding proposed new school facility locations and site criteria. Tumwater will make every effort to assist the Tumwater School District in providing needed facilities as population growth in Tumwater and its Urban Growth Area occurs. Further, the annual update of Tumwater's Capital Facilities Plan includes short-term needs for both Tumwater and Olympia School Districts and it is incorporated as part of the Lands for Public Purposes Element by reference.

Tumwater and the school districts should meet regularly to formally discuss the district's capacity needs and evaluate siting options, including the need for new and upgraded schools (capacity), location of expected new growth, zoning and anticipated growth, and issues such as location, configuration, joint use, and school capture areas.

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Tumwater can help to achieve this goal by ensuring that the environment around existing and future school sites is properly conducive to their needs. Tumwater should take into account the safety needs of schoolchildren and the need for school buildings to be appropriately accessible to their service areas. Additionally, Tumwater can ensure that school sites are planned for locations with adequate public facilities and services such as sewer, water, transportation, and law enforcement services.

In order to determine the need for new schools and to account for special growth conditions within the district, Tumwater School District has developed a method to project student enrollment. This method relies upon growth projections supplied by Thurston Regional Planning Council, consultants, and experience within the district. Two factors require that these projections be updated yearly. They are varying kindergarten enrollment, and unanticipated student in-migration.

The number of students per household is a factor the district uses to plan for new schools. Data reporting the number of students per household, by type of house, number of bedrooms, and grade level is available from the U.S. Census. This information is published by the U.S. Department of Commerce, Bureau of Census and is titled "*Demographic Multipliers for Common Configurations of Standard Housing Types for School-Age Children (by Grade Category)*."

The district has adopted the multipliers for the Pacific Northwest Region as the standard for determining the number of students generated from new developments. The multipliers adopted by the district have been adjusted from the Census multipliers to reflect the actual grade breakdown in the District.

Total student population for the Tumwater School District in 2015 was 6,245 and is expected to increase to 6,918 by 2023, an 11% increase.

The School District utilizes a Boundary Committee to monitor enrollment in the district and recommend modifications of attendance zones for elementary, middle, and high school sites. The Committee consists of staff and interested parents. The committee makes its recommendations to the School Board for actual adoption. The location of new elementary schools is based upon growth trends around existing schools and the location of new development. General areas are identified for the placement of a new elementary school because of the need to provide relief from overcrowding of existing elementary schools. The same is true for secondary schools.

2.10 Library Services

Tumwater Timberland Library is a member of the Timberland Regional Library District. The district consists of 27 community libraries and 7 cooperative library centers in five counties in southwest Washington State: Grays Harbor, Lewis, Mason, Pacific, and Thurston counties. The Administrative Service Center is in Tumwater. Books and other materials are exchanged freely with all member libraries within the district.

Tumwater Library began in 1965 as a storefront library in the Southgate Shopping Center. The library has been a part of the Timberland Regional Library District since 1983. A new 17,300 square-foot library, located adjacent to Tumwater City Hall on New Market Street, opened in March 1995. Circulation at the Tumwater Timberland Library has increased significantly since 1995. A total of 292,729 items were checked out in 1995, compared to 391,261 items in 2001, and in 2015, a total of 488,668 were checked out, an increase of more than 20% even with the popularity of online media. While the library facility should be sufficient to provide library services to the community within the planning period, consideration should be given to modernization to keep pace with rapidly changing electronic media, books, and related services.

2.11 City Facilities

Tumwater City Hall provides a center for local governmental activities in Tumwater. City Hall was relocated in 1988 from a site at the intersection of Second Avenue and Bates Street to its present location on Israel Road. City Hall was relocated to the southern area of Tumwater to reflect the future growth of Tumwater and to provide a more central focus.

Tumwater City Hall is located in the Tumwater Town Center. The town center consists of approximately 200 acres and Israel Road, Tumwater Boulevard, and Interstate 5 border it. The *Tumwater Comprehensive Plan* envisions a broad mix of uses in this area that are high density, transit-supportive, and pedestrian and bicycle friendly.

City Hall provides office space for the Mayor, City Administration, City Attorney, and the following departments: Community Development, Finance, Administrative Services, Parks and Recreation, Police, and Public Works. Additional space is provided in the former fire station at the intersection of Israel Road and Capitol Boulevard and is currently used by facilities maintenance staff.

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The current City Hall is reaching capacity and will likely need to be expanded or supplemented with an additional building within the planning horizon of this plan. The city has purchased the former Trails Arena in anticipation of moving the Public Works Shop to this location. A draft master plan for the City Hall campus exploring potential expansion options at the current City Hall location is being prepared.

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3. ESSENTIAL PUBLIC FACILITIES SITING AND EXPANSION

This chapter of the Lands for Public Purposes Element addresses the identification, siting, and expansion of essential public facilities. This process was developed by the Thurston Regional Planning Council to provide guidance for the implementation of County-Wide Planning Policy V, which recommends that a regional process for the siting of essential public facilities be developed. County-Wide Planning Policy V originated from a requirement in the Growth Management Act itself.

3.1 Growth Management Act

The following language is specified in the Growth Management Act and provides the background for the development of County-Wide Planning Policy V and the process identified in this chapter [Note: The following language is taken from RCW 36.70A.200 Siting of Essential Public Facilities.]

- (1) *The comprehensive plan of each county and city that is planning under this chapter shall include a process for identifying and siting essential public facilities. Essential public facilities include those facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities as defined in RCW 47.06.140, State and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities group homes, and secure community transition facilities as defined in RCW 71.09.020.*
- (2) *Each county and city planning under RCW 36.70A.040 shall, not later than September 1, 2002, establish a process, or amend its existing process, for identifying and siting essential public facilities, and adopt or amend its development regulations as necessary to provide for the siting of secure community transition facilities consistent with statutory requirements applicable to these facilities.*
- (3) *The Office of Financial Management shall maintain a list of those essential public facilities that are required or likely to be built within the next six years. The Office of Financial Management may at any time add facilities to the list.*
- (4) *No local comprehensive plan or development regulation may preclude the siting of essential public facilities.*

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3.2 County-Wide Planning Policy

Section V of the Thurston County, County-Wide Planning Policies contains guidelines for development of a process for identifying and siting essential public facilities as recommended in the Growth Management Act. These guidelines are as follows:

- 5.1 *Cooperatively establish a process for identifying and siting within their boundaries public capital facilities of a county-wide and statewide nature, which have a potential for impact beyond jurisdictional boundaries. The process will include public involvement at early stages. These are facilities that are typically difficult to site, such as airports, terminal facilities, state educational facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes.*
- 5.2 *Base decisions on siting county-wide and statewide public capital facilities on the jurisdiction's adopted plans, zoning and environmental regulations, and the following general criteria*
 - a. *County-wide and state-wide public capital facilities shall not have any probable significant adverse impact on lands designated as critical areas or resource lands; and*
 - b. *Major public facilities that generate substantial traffic should be sited near major transportation corridors.*

3.3 Siting Process for Essential Public Facilities in Tumwater

The following process outlined in TMC 18.56.140 shall be used for siting the essential public facilities identified in Table 5. This process was developed by the Thurston Regional Planning Council to provide guidance for the implementation of County-Wide Planning Policy V.

Essential public facilities identified as conditional uses in the applicable zone district or land use designation shall be subject, at a minimum, to the following requirements.

1. Classify essential public facilities as follows:
 - a. Type One. Multi-county facilities. These are major facilities serving or potentially affecting more than one county. These

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facilities include, but are not limited to, regional transportation facilities, such as regional airports; State correction facilities; and State educational facilities.

- b. Type Two. These are local or interlocal facilities serving or potentially affecting residents or property in more than one jurisdiction. They could include, but are not limited to, county jails, county landfills, community colleges, sewage treatment facilities, emergency communication towers and antennae, secure community transition facilities, and inpatient facilities (e.g., substance abuse facilities, mental health facilities, and group homes). (Note: Such facilities, which would not have impacts beyond the jurisdiction in which they are proposed to be located, would be Type Three facilities.)
- c. Type Three. These are facilities serving or potentially affecting only the jurisdiction in which they are proposed to be located.

In order to enable the City to determine the project's classification, the applicant shall identify the proposed service area of the facility and the approximate area within which the proposed project could potentially have adverse impacts, such as increased traffic, public safety risks, noise, glare, emissions, or other environmental impacts.

- 2. Provide early notification and involvement of affected citizens and jurisdictions as follows:
 - a. Type One and Two facilities. At least ninety days before submitting an application for a Type One or Type Two essential public facility, the prospective applicant shall notify the affected public and jurisdictions of the general type and nature of the proposal, identify sites under consideration for accommodating the proposed facility, and identify opportunities to comment on the proposal. Applications for specific projects shall not be considered complete in the absence of proof of a published notice regarding the proposed project in a newspaper of general circulation in the affected area. This notice shall include the information described above and shall be published at least ninety days prior to the submission of the application.

It is expected that an Environmental Impact Statement may be required for most Type One and Type Two facilities in

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accordance with the SEPA environmental review process.

The Thurston Regional Planning Council may provide the project sponsor and affected jurisdictions with their comments or recommendations regarding alternative project locations during this ninety-day period.

(Note: The purpose of this provision is to enable potentially affected jurisdictions and the public to review and comment collectively on alternative sites for major facilities before the project sponsor has made their siting decision.)

- b. Type Three facilities. Type Three essential public facilities are subject to the city's standard notification requirements for conditional uses.
3. Should any of the above-listed facilities be proposed to be sited in the City, they should be consistent with the intent of the underlying zoning of the proposed site.
4. Essential Public Facilities shall not have any probable significant adverse impact on critical areas or resource lands, except for lineal facilities, such as highways, where no feasible alternative exists (adapted from County-Wide Policy 5.2(a)).
5. Major public facilities, which generate substantial traffic, should be sited near major transportation corridors (adapted from County-Wide Planning Policy 5.2(b)).
6. Applicants for Type One essential public facilities shall provide an analysis of the alternative sites considered for the proposed facility. This analysis shall include the following:
 - a. An evaluation of the site's capability to meet basic siting criteria for the proposed facility, such as size, physical characteristics, access, and availability of necessary utilities and support services;
 - b. An explanation of the need for the proposed facility in the proposed location;

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- c. The site's relationship to the service area and the distribution of other similar public facilities within the service area or jurisdiction, whichever is larger; and
- d. A general description of the relative environmental, traffic, and social impacts associated with locating the proposed facility at the alternative sites, which meet the applicant's basic siting criteria. The applicant shall also identify proposed mitigation measures to alleviate or minimize significant potential impacts.

The applicant shall also briefly describe the process used to identify and evaluate the alternative sites.

- 7. The proposed project shall comply with all applicable provisions of the Comprehensive Plan, Zoning Ordinance, and other city regulations.

The following tables shall denote Tumwater's policies for siting and expansion of essential public facilities within existing zones: See Tables 4 and 5.

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Table 4. Essential Public Facilities from TMC Figure 18.56.140(A)

Tumwater Essential Public Facility Siting Policies for City Zoning																			
	RSR	SFL	SFM	MFM	MFH	MU	CBC	NC	CS	GC	TC	LI	HI	HC	GB	OS	AP	ARI	BD
A																		P	
B						C	C		C	C	C	C						C	C
C									C(3) (4)			C(3) (4)	C(3) (4)					C(3) (4)	
D												C	C					C	
E												C	C					C	
F				C	C	C	C	C		C									
G				C	C	C	C	C		C									
H												C	C					C	
I		C	C	C	C	C		C	C	C	C(1)	C	C					C	
J												C(2)							

Figure 18.56.140(A) Footnotes:

See Table 5 for meaning of codes A – J.

“C” means conditional use; “P” means permitted use.

Shaded areas mean use is not permitted.

Figure 18.56.140(A) Explanatory Notes:

- (1) In the TC zone district, emergency communication antennas must be affixed to or erected upon existing buildings, water tanks, or other existing structures. Antennas shall not be affixed to a wireless communication support structure. Emergency communication towers are not permitted.
- (2) Secure community transition facilities shall meet the following conditions:
 - A. Minimum Conditions.
 1. Location.

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- a. In no case may a secure community transition facility be sited adjacent to, immediately across a street or parking lot from, or within the line of sight of risk potential activities or facilities in existence at the time a site is listed for consideration. “Within the line of sight” means that it is possible to reasonably visually distinguish and recognize individuals;
 - b. In no case may a secure community transition facility be sited within three hundred feet of a residential zoning district;
 - c. Secure community transition facilities are permitted as a conditional use in the light industrial zoning district excluding light industrial zone districts north of Sapp Road Southwest and west of Crosby Boulevard Southwest;
 2. Compliance with Statutory Requirements. The applicant shall provide verification from the Department of Social and Health Services that the proposed facility complies with all applicable state regulations and requirements pursuant to Chapter 71.09 RCW. Where the requirements of this section conflict with the state requirements, the state requirements shall be adhered to over this section;
 3. A maximum of three beds for sexually violent predators may be located within any secure community transition facility.
 - B. Process Requirements. In addition to the standard public notification requirements, all property owners and residents within one-half mile of the proposed project site shall be sent notice of the public hearing regarding the requested conditional use.
- (3) “Juvenile detention facilities” shall meet the following conditions:
- A. Minimum Conditions.
 1. Location.
 - a. Buildings accommodating juvenile detention facilities shall not be located closer than two hundred feet from the boundary of a district in which the use is not allowed as a conditional use;
 - b. Juvenile detention facilities shall be located such that outside law enforcement officers can respond to a call for assistance within five minutes under typical conditions;
 - c. Advance life support service, as defined in RCW 18.73.030(19), must be available within five minutes under typical conditions;
 2. Security.
 - a. The applicant shall submit a security plan, reviewed by the police chief, which at a minimum complies with applicable American Corrections Association’s security standards for juvenile detention facilities. This plan shall identify staffing levels and scheduling, building security, and escape search plan, and provisions for immediate public notification of escapes;
 3. Design.

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- a. Size. Juvenile detention facilities with capacity for up to seventy-five inmates shall be located on a site of at least five acres. Sites shall contain an additional four acres for each additional fifty-bed increase in capacity above this threshold;
 - b. Setbacks. The facility shall be set back at least seventy-five feet from public rights-of-way and property lines;
 - 4. Landscaping/Buffers.
 - a. The applicant shall submit a landscaping plan, which serves to maintain or enhance the character of the area without jeopardizing security. This plan shall incorporate at least a twenty-five-foot landscaping buffer along public rights-of-way;
 - b. The applicant shall install an eight-foot-high fence in character with the neighborhood between the facilities and all property boundaries, with the exception of the landscaped street frontage, which effectively screens the site from adjacent properties. The hearing examiner may waive or lessen this requirement if he/she determines that, due to existing site features or the type of character of adjoining uses, the privacy and security of the occupants of adjoining properties can be maintained in the absence of a fence or with a lower fence;
 - c. Barbed wire topped fencing shall not be visible from public rights-of-way;
 - d. Outdoor activity areas located in residential districts shall not be visible from public rights-of-way or adjacent properties;
 - 5. Noise.
 - a. The hearing examiner may require conditions to minimize potential noise impacts including, but not limited to, altering the locations of outdoor use areas and noise-generating facilities, and installations of noise reducing elements such as walls, berms, and landscaping;
 - 6. Access.
 - a. Juvenile detention facilities shall have direct access to an arterial or collector unless the hearing examiner determines that access via lesser classifications of street would not be detrimental to neighborhood character and would not increase public safety risks.
 - B. Process Requirements. Property owners within one thousand four hundred feet of the proposed project site shall be sent notice of the public hearing regarding the requested conditional use.
- (4) "Work release facilities" shall meet the following conditions:
- A. Minimum Conditions.
 - 1. General Requirements.
 - a. The applicant shall provide verification from the Department of Corrections (DOC) that the proposed facility complies with DOC standards and applicable state and local regulations;
 - b. The site must be within one-quarter mile of public transportation or an alternative transportation program, approved by the hearing examiner, must be provided to serve the needs of the facility's occupants;

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2. Location.
 - a. Work release facilities shall not be located closer than five hundred feet from the boundary of a district in which the use is not allowed as a conditional use;
 - b. Setbacks. The facility shall be set back at least seventy-five feet from public rights-of-way and property lines;
 - c. Landscaping/Buffers.
 - i. The applicant shall submit a landscaping plan, which serves to maintain or enhance the character of the area without jeopardizing security. This plan shall incorporate at least a twenty-five-foot landscaping buffer along public rights-of-way;
 - ii. The applicant shall install an eight-foot-high fence in character with the neighborhood between the facilities and all property boundaries, with the exception of the landscaped street frontage, which effectively screens the site from adjacent properties. The hearing examiner may waive or lessen this requirement if he/she determines that, due to existing site features or the type of character of adjoining uses, the privacy and security of the occupants of adjoining properties can be maintained in the absence of a fence or with a lower fence;
 - d. Noise.
 - i. The hearing examiner may require conditions to minimize potential noise impacts including, but not limited to, altering the locations of outdoor use areas and noise generating facilities, and installations of noise reducing elements such as walls, berms, and landscaping;
 - e. Access.
 - i. The proposed site shall have direct access to an arterial or collector unless the hearing examiner determines that access via a lesser classification of street would not be detrimental to neighborhood character and would not increase public safety risks.
- B. Process Requirements. Property owners within one thousand four hundred feet of the proposed project site shall be sent notice of the public hearing regarding the requested conditional use.

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Legend for Table 4:

RSR:	Residential/Sensitive Resource
SFL:	Single Family Low Density
SFM:	Single Family Medium Density
MFM:	Multi-Family Medium Density
MFH:	Multi-Family High Density
MU:	Mixed use
CBC:	Capital Boulevard Community
NC:	Neighborhood Commercial
CS:	Community Service
GC:	General Commercial
TC:	Town Center
LI:	Light Industrial
HI:	Heavy Industrial
HC:	Historic Commercial
GB:	Greenbelt
OS:	Open Space
AP:	Airport Hazard
ARI:	Airport Related Industrial
BD:	Brewery District

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CHAPTER 3 **ESSENTIAL PUBLIC FACILITIES SITING AND EXPANSION**

Table 5. Essential Public Facilities from TMC Figure 18.56.140(B)

Code	Essential Public Facility
A	Airports
B	State Education Facilities
C	Large Scale State or Regional Transportation Facilities
D	Prisons, Jails, and Other Correctional Facilities (including but not limited to: jails; juvenile detention facilities; prisons and prerelease facilities; work release facilities)
E	Solid Waste Handling Facilities
F	Inpatient facilities including substance abuse facilities (including but not limited to: intensive inpatient facilities, long-term residential drug treatment facilities, and recovery house facilities)
G	Mental Health Facilities (including but not limited to: congregate care facilities, adult residential treatment facilities, and evaluation and treatment centers)
H	Sewage Treatment Facilities (not including individual or community wastewater treatment systems)
I	Emergency Communication Towers and Antennas
J	Secure Community Transition Facilities
K	Other Facilities Designated by the Washington State Office of Financial Management as Essential Public Facilities

**LANDS FOR PUBLIC PURPOSES ELEMENT
CHAPTER 4**

GOALS, POLICIES, AND ACTIONS

4. GOALS, POLICIES, AND ACTIONS

4.1 Lands for Public Purposes Goals, Policies, and Actions

Goal LPP-1 Provide sufficient and efficient services to Tumwater and the Urban Growth Area.

<u>Policy</u>	<u>Action</u>
LPP-1.1	Coordinate with Thurston Regional Planning Council, Thurston County, and other service providers to identify areas of shared need for public facilities.
LPP-1.2	Ensure concurrency with City, County, and Regional plans to provide the most efficient array of services.
LPP-1.3	Follow the requirements of County-Wide Planning Policy V and RCW 36.70A.200 when siting new facilities and improve the process whenever possible.

Goal LPP-2 Make recommendations for improvements in the provision of public services.

<u>Policy</u>	<u>Action</u>
LPP-2.1	Support actions to expand and improve Tumwater's multimodal transit network.
	LPP-2.1.1 Support the creation of an advisory body or bodies focused on non-motorized transit options in Tumwater or the region as a whole to give bicyclists and pedestrians a stronger voice in the planning process.
LPP-2.2	Improve waste management services and decrease waste production in the City.
	LPP-2.2.1 Cooperate with the County Solid Waste System and other local agencies to locate and build a new Waste and Recovery Center, HazoHouse, and other waste management facilities as needed.
	LPP-2.2.2 Encourage reuse and recycling to minimize solid waste

**LANDS FOR PUBLIC PURPOSES ELEMENT
CHAPTER 4**

GOALS, POLICIES, AND ACTIONS

- production in the City.
- LPP-2.2.3 Encourage innovative and alternative technologies for converting solid waste to energy or fuel where financially practical and environmentally safe.
- LPP-2.3 Assist school districts with the creation of new facilities to accommodate growing student populations.
- LPP-2.3.1 Coordinate with the Tumwater and Olympia School Districts to arrange the acquisition of land for new school facilities.
- LPP-2.3.2 Ensure that the land around sites of future school facilities is compatible with the intended usage by considering factors the City can influence such as the level of transit accessibility to the site, provision of public services, and the zoning of the surrounding area.
- LPP-2.4 Encourage the use of technological advancements to improve City services.
- LPP-2.4.1 Support the modernization of library services to incorporate increasingly popular media forms such as electronic books and other related services.
- LPP-2.4.2 Consider establishing public Wi-Fi accessibility in City-owned buildings, particularly City Hall.
- LPP-2.5 Support the fulfillment of citizen requests for public facilities in line with the Parks, Recreation, and Open Space Plan.
- LPP-2.5.1 Create facilities the public has identified as needs in surveys and public comment.

Tumwater City Plan 2036

Utilities Element



**CITY OF TUMWATER
UTILITIES ELEMENT**

2016 Update/Adopted December 20, 2016

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Joel Hansen
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TUMWATER CITY STAFF

John Doan, AICP, City Administrator
Michael Matlock, AICP, Community Development Director
Brad Medrud, AICP, Planning Manager
David Ginther, Senior Planner
Megan Lande, Planning Intern

**CITY OF TUMWATER
UTILITIES ELEMENT**

2016 Update/Adopted December 20, 2016

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**UTILITIES ELEMENT
CHAPTER 1**

INTRODUCTION AND REGULATIONS

1. INTRODUCTION

1.1 Introduction

The Utilities Element ensures that utility services provided by both public and private suppliers are consistent with the City of Tumwater's Comprehensive Plan and can support the community's growth and development as anticipated over the 20-year planning period.

The Utilities Element is based on the same assumptions and is consistent with the Land Use Element, which establishes the overall growth strategy for the City of Tumwater and its Urban Growth Area. The system design and timing for extension of utility services supports the land use pattern and policies proposed throughout the Comprehensive Plan. The level of service standards established for public utilities determines capital facilities costs and revenue analysis in the Capital Facilities Plan and provides a foundation for analysis of the existing utility delivery system and proposed improvements, which are necessary to meet the City of Tumwater's rapidly changing demands in six primary areas including:

- Natural gas
- Electricity
- Telephone
- Utility pipelines
- Cable television
- Cellular
- Broadband internet

Water and wastewater services are addressed as part of the Lands for Public Purposes Element.

The Utilities Element, as required by the Growth Management Act, must include an inventory of the general location of all existing and proposed utility facilities and a description of the current capacity and the expected future capacity of each utility. This Element identifies ways of improving the quality of these services and includes policies that ensure utilities are coordinated with land use. The City of Tumwater will implement these policies through its franchise agreements with the utilities and

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CHAPTER 1

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through the land use permit process. Table 1 provides a list of the plans that provide the foundation for this element of the Comprehensive Plan.

1.2 Utility Regulations

Both public and private agencies are involved with regulation, coordination, production, delivery, and supply of services. This section of the Utilities Element identifies the major pieces of legislation and organizations that are most prominent in the utilities sector in Table 1 below.

Table 1. Foundational Plans and Data

Topic Index	Supporting Plans and Materials
Natural Gas	<ul style="list-style-type: none"> • Pipeline and Hazardous Materials Safety Administration Strategic Plan (2012-2016) • Pipeline Safety Act, Washington State (Chapter 81.88 RCW) (2007) • Land Use Planning in Proximity to Natural Gas and Hazardous Liquid Transmission Pipelines in Washington State, Washington Utilities and Transportation Commission (2006)
Electricity	<ul style="list-style-type: none"> • Northwest Regional Forecast of Power Loads and Resources 2016 through 2025, Pacific Northwest Utilities Conference Committee (2015) • Pacific Northwest Loads and Resources Study, Bonneville Power Administration (2015) • Pacific Northwest Power Supply Adequacy Assessment for 2020, Northwest Power and Conservation Council (2015) • Public Utility District No. 1 of Thurston County Electric Initial Business Assessment, Thurston County PUD (2012) • Seventh Northwest Conservation and Electric Power Plan, Appendix M Climate Impacts, Northwest Power and Conservation Council (2016) • State Energy Data System, U.S. Energy Information Administration (2015) • Sustainable Thurston Energy White Paper, Thurston Regional Planning Council (2011)

**UTILITIES ELEMENT
CHAPTER 1**

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Topic Index	Supporting Plans and Materials
Puget Sound Energy (Natural Gas and Electricity Provision)	<ul style="list-style-type: none"> • Comprehensive Assessment of Demand-Side Resource Potentials 2016-2035, Puget Sound Energy (2015) • Integrated Resource Plan, Puget Sound Energy (2015) • Puget Sound Energy Annual Statistics (2015) • Puget Sound Energy Franchise Agreement, City of Tumwater and Puget Sound Energy (2015)
Telecommunications	<ul style="list-style-type: none"> • Broadband Feasibility Assessment with Cities of Olympia, Tumwater and Lacey, Thurston County Public Utility District (2015)
Comcast (Telecommunications Service Provision)	<ul style="list-style-type: none"> • Comcast Franchise Agreement, City of Tumwater and Comcast (2009)
General	<ul style="list-style-type: none"> • Land Use Element • County-Wide Planning Policies, Thurston County (2015) • Sustainable Thurston, Thurston Regional Planning Council (2013) • Climate Action Plan, City of Tumwater (2008) • Lands for Public Purposes Element • Capital Facilities Plan (2016-2021) • City of Tumwater Resource Conservation Management Program (Phase 1 and 2) - Energy Conservation Assessment, State General Administration and Washington State University Extension Energy Program (2008) • Natural Hazards Mitigation Plan for the Thurston Region (2009)

1.2.1 State Regulation

Investor-owned utilities are regulated in Washington by the Washington Utilities and Transportation Commission, which is composed of three members appointed by the Governor. The commission is empowered by Title 80 of the Revised Code of Washington (RCW) to regulate electrical, gas, irrigation, telecommunications, and water companies. State law directs the commission to regulate the rates, charges, services, facilities, and practices of the utilities. Any change in customer charges or service provision requires commission approval.

The commission, under Title 81 RCW, also regulates the rates and safety practices of the transportation of solid waste (garbage), intrastate petroleum and gas products via

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pipeline, and scheduled auto transportation services. As part of its mission to protect consumers, the commission maintains a call center for customer complaints at 1-888-333-9882 and coordinates the 811 Call Before You Dig line, a free service for locating utilities on public or private property that anyone can use.

1.2.2 Federal Regulation

The Federal Energy Regulatory Commission is an independent five-member commission working with the U.S. Department of Energy. The Commission regulates the interstate transmission of natural gas, oil, and electricity, as well as licensing natural gas and hydropower generation projects.

The Federal Communications Commission regulates interstate and international communications by radio, television, wire, satellite, and cable. An independent U.S. government agency overseen by Congress, the five-member commission is the United States' primary authority for communications laws, regulation, and technological innovation. The commission maintains a consumer call center at 1-888-255-5322, as well as an online help center.

1.2.3 Franchise Agreements

All private utilities have existing franchise agreements to provide service in the City of Tumwater. The franchise agreements are a non-exclusive right to occupy the public right-of-way.

Several private service providers are available in the community that provide television, cable, internet, and telephone services. Some companies lease underground utility conduit from the City of Tumwater. The City of Tumwater has a special franchise agreement with Xfinity cable services that provides public education funding to support Tumwater TV, Channel 26 (Xfinity only), operated by Thurston Community Television (TCTV). The City of Tumwater provides limited liaison assistance in resolving escalated service requests with Xfinity.

1.3 County-Wide Planning Policies

The Growth Management Act requires that comprehensive plans be consistent with Thurston County's County-Wide Planning Policies, as amended in 2015. The following is a list of the relevant policies that apply to this Element. All County-Wide Planning Policies are adopted as Appendix B to the Comprehensive Plan. The relevant sections of the County-Wide Planning Policies to this Element are cited below.

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I. General Policies

1.12 Champion energy efficiency and renewable energy strategies that contribute to energy independence, economic stability, reduced climate impacts, and long-term household and community health.

The Utilities Element contains goals, policies, and actions that address County-Wide Planning Policy 1.12. These goals, policies, and actions contribute to energy independence, economic stability, reduced climate impacts, and long-term household and community health.

II. Urban Growth Areas

2.2 The boundaries of designated urban growth areas must meet the following criteria:

[...]

b. Be served by or planned to be served by municipal utilities.

The purpose of the Utilities Element is to plan the provision of utilities to the City of Tumwater and its Urban Growth Area.

III. Promotion of Contiguous and Orderly Development, Provision of Urban Services, and Protection of Rural Areas

3.1 Concentrate development in urban growth areas and protect rural areas by:

[...]

h. Where urban services & utilities are not yet available, requiring development to be configured so urban growth areas may eventually infill and become urban.

3.2 Coordinate Urban Services, Planning, and Development Standards through:

a. Maximizing the use of existing infrastructure and assets, and leveraging the value of these in building vital, healthy, and economically viable communities.

b. Making public investments that further multiple community

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goals, target identified priorities, and leverage additional investment.

[...]

- d. Providing and maintaining municipal services (water, sewer, solid waste, public safety, transportation, and communication networks) in a sustainable, and cost-effective manner.*
- e. Coordinating planning and implementation of policies regarding urban land use, parks, open space corridors, transportation, and infrastructure within growth areas. Developing compatible development standards and road/street level of service standards among adjoining jurisdictions.*
- f. Developing, and ensuring the enforcement of, agreements between Thurston County and the cities and towns within its borders, that ensure development occurring within unincorporated urban growth areas is consistent with city utility and stormwater planning and conforms to the development standards and road/street level of service standards of the associated city or town.*

3.4 Provide capacity to accommodate planned growth by:

- a. Assuring that each jurisdiction will have adequate capacity in transportation, public and private utilities, storm drainage systems, municipal services, parks, and schools to serve growth that is planned for in adopted local comprehensive plans;*

The Utilities Element seeks to find the most effective way to serve the greatest amount of people at the lowest cost possible through examining how utilities are currently provided, what private utility providers have planned, and how future demand will shape utility distribution.

VII. Economic Development and Employment

- 7.3 Provide in comprehensive plans for an adequate amount of appropriately located land, utilities, and transportation systems to support desirable economic development. Create and maintain regulatory certainty, consistency, and efficiency.*

7.5 *Build a vital, diverse, and strong local economy, including job opportunities that support community and household resilience, health, and well-being by:*

[...]

c. Providing opportunities for a range of business types to succeed.

d. Emphasizing policies that support locally owned businesses including home-based, entrepreneurial, and nonprofit business and organizations.

[...]

j. Adding incentives for businesses to demonstrate their environmental sustainability including reduction in greenhouse gas emissions.

In addition to the provision of natural gas and electricity, the Utility Element outlines the provision of telecommunication networks, which supports businesses of all types as internet access becomes increasingly vital to the success of a business.

IX. *Transportation*

9.2 *Increase opportunities for riding transit, biking, walking, ridesharing, allowing and encouraging flexible work schedules, and teleworking.*

Teleworking is supported by the provision of internet as covered in Section 5.1.

X. *Environmental Quality*

10.4 *Take action to conserve resources, increase use of renewable resources, and decrease dependence on non-renewable resources by:*

a. Reducing energy consumption and reliance on nonrenewable energy sources.

Goals U-2 and U-4 of this element address reducing energy consumption and increasing energy generation from renewable sources to minimize

the City of Tumwater's carbon footprint.

1.4 Sustainable Thurston Goals

The City of Tumwater adopts as part of the Utilities Element the following Sustainable Thurston Goals:

1.4.1 Priority Goals

Priority Goal 5: Plan and act toward zero waste in the region.

Priority Goal 11: Provide opportunities for everyone in the Thurston Region to learn about and practice sustainability.

Priority Goal 12: Make strategic decisions and investments to advance sustainability regionally.

1.4.2 Economy Goals

EC-4: Provide robust infrastructure to support economic development.

1.4.3 Housing Goals

H-7: Encourage the construction, weatherization, and operation of homes to boost energy efficiency.

1.4.4 Energy Goals

EN-1: Increase energy generation from renewable resources to reduce the region's carbon footprint.

EN-2: Enhance the region's electricity distribution, monitoring, and storage infrastructure to support adoption of cleaner technologies and practices.

EN-3: Increase energy efficiency and conservation to reduce the region's carbon footprint.

1.4.5 Solid Waste Goals

SW-1: Plan and take action to reduce, reuse, and recycle as much waste as possible and meet the needs of current and future populations.

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SW-2: Continue to plan for, educate, assist, and offer access to safely and efficiently manage disposal and reduce hazardous waste.

1.4.6 Environment Goals

E-1: Reduce air pollution that endangers human health.

E-2: Reduce the region's carbon footprint and protect critical infrastructure in case of extreme weather or sea level rise.

2. NATURAL GAS

The City of Tumwater and the surrounding urban growth area are served entirely by Puget Sound Energy. Puget Sound Energy serves all municipalities within Thurston, King, Pierce, Lewis, Snohomish, and Kittitas Counties, an approximate 1.1 million electric and 775,000 gas customers. This service area has experienced over 70% increase in customers since 2004.

2.1 Regulatory Context

The activities of Puget Sound Energy are regulated by both federal and state legislation. This legislation is primarily concerned with promoting competition among gas suppliers and controlling the cost of natural gas to the consumer. Puget Sound Energy is subject to the general regulations and oversight by the energy agencies, such as the Washington Utilities and Transportation Commission and the Federal Energy Regulatory Commission. Other pieces of legislation that have specific implications for the natural gas industry are described below:

2.1.1 Natural Gas Policy Act 1978

The National Gas Policy Act encouraged competition among fuels and suppliers across the United States. As a result, natural gas has essentially been de-controlled. The Act also contained incentives for developing new natural gas resources and a tiered pricing structure aimed at encouraging the development of national transmission pipelines.

2.1.2 The Clean Air Act Amendment of 1990

The passage of the Clean Air Act amendments in 1990 has shown a federal intent to promote the diversification of fuel sources for motor vehicles. This is in response to the need to both reduce carbon dioxide atmospheric emissions and to reduce the nation's reliance on gasoline for strategic reasons.

The Olympic Region Clean Air Agency serves Clallam, Grays Harbor, Jefferson, Mason, Pacific, and Thurston counties and it is one of seven such regional air pollution control agencies in the state of Washington. Olympic Region Clean Air Agency works cooperatively with the State Department of Ecology and the regional United States Environmental Protection Agency to measure criteria ambient air pollutants, meteorological parameters, and other air-related data. It currently operates and maintains air monitoring equipment for measurement of three of the six criteria pollutants: particulate matter (PM_{2.5}), ozone (O₃), and carbon monoxide (CO).

2.1.3 The Clean Air Rule

The State Department of Ecology has set a cap on carbon pollution to help slow climate change and limit the projected effects on the state's coastal communities, agricultural industries, and drinking water supplies.

Under the new rule to cap and reduce carbon pollution, businesses that are responsible for 100,000 metric tons of carbon pollution annually are required to cap and then gradually reduce their emissions. Organizations regulated by the Clean Air Rule are required to reduce emission beginning in 2017. Beginning in 2020, the threshold reduces by 5,000 metric tons every three years. By 2035, the compliance threshold will be 70,000 metric tons of carbon dioxide equivalent or more. The threshold will remain constant at 70,000 MTCO₂e after 2035.¹

2.1.4 Olympic Region Clean Air Agency

The Olympic Region Clean Air Agency is a local government agency responsible for enforcing federal, state, and local air pollution standards and governing air pollutant emissions from new and existing sources in Clallam, Grays Harbor, Jefferson, Mason, Pacific, and Thurston counties.

2.2 System Analysis

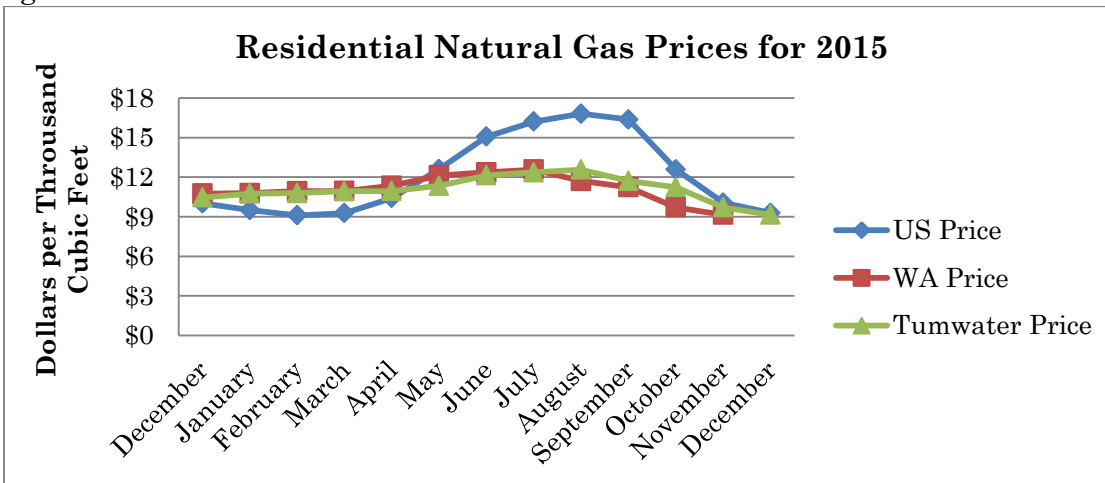
The 2,889 residential natural gas customers in the City of Tumwater use an estimated 37 million cubic feet of natural gas in December 2015. This is 0.3% of Washington's total residential natural gas consumption.

The City of Tumwater's natural gas supply system currently serves existing customers. Washington Utilities and Transportation Commission regulations prohibit Puget Sound Energy from extending gas facilities to areas that are not expected to pay for themselves from the outset. While this keeps the existing ratepayers from financing improvements to other areas, it does limit service delivery of natural gas to marginally profitable areas.

2.2.1 Residential Rates

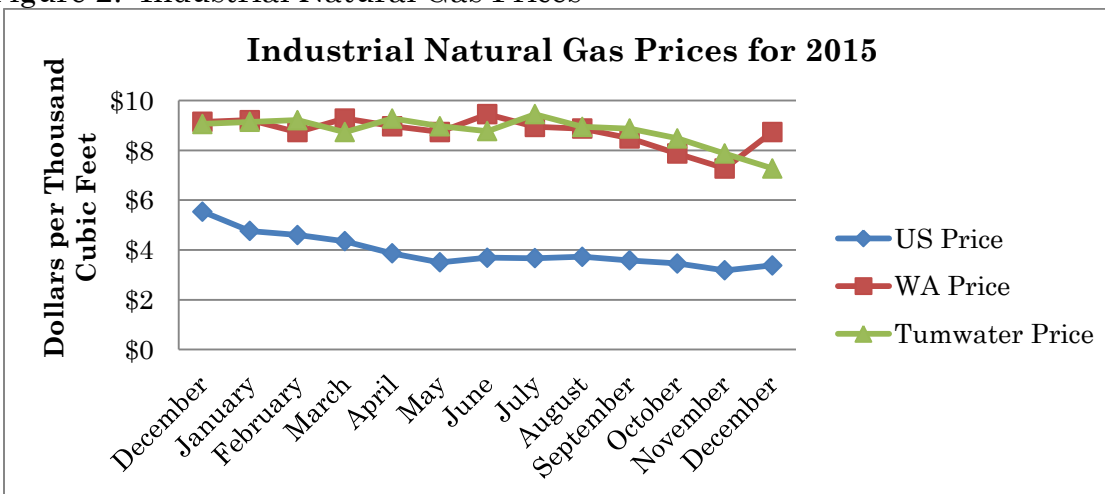
Residential natural gas prices in the City of Tumwater averaged \$9.15 per thousand cubic feet in 2015. This average rate was approximately 1.5% less than the U.S. average rate of \$9.29 per thousand cubic feet for residential customers in that month.

¹ The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

Figure 1. Residential Natural Gas Prices


2.2.2 Industrial Rates

The City of Tumwater's industrial natural gas prices in 2015 averaged \$7.27 per thousand cubic feet, which was approximately 115% more than the national average rate of \$3.38 per thousand cubic feet. The average industrial natural gas rate in the City of Tumwater decreased 19%, from \$9.06 per thousand cubic feet in December 2014 to \$7.27 per thousand cubic feet in December 2015.

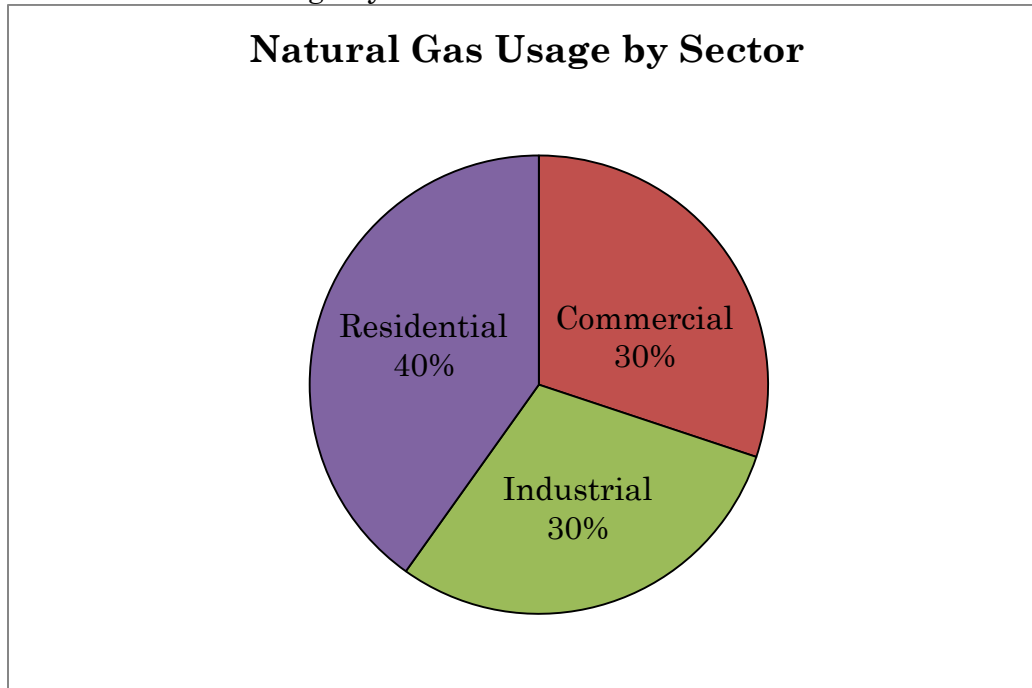
Figure 2. Industrial Natural Gas Prices


Puget Sound Energy expects nominal retail gas rates to rise between 2.9% and 3.4% per year, depending on the class, between 2016 and 2033.

2.2.3 Natural Gas Usage

The City of Tumwater used natural gas to create 6.45 million therms of heat energy in 2015. Residential uses consumed about 10% more natural gas than commercial or industrial uses.

Figure 3. Natural Gas Usage by Sector



3. ELECTRICITY

Puget Sound Energy, the City of Tumwater's energy provider, is an investor-owned public utility incorporated in the State of Washington. The utility delivers local service to more than 1.1 million residential, commercial, and industrial customers in a nine county, 4,500 square mile service territory. Approximately 450,000 customers have been added to this service territory in the past ten years, an over 70% increase in service area population. Puget Sound Energy builds, operates, and maintains an extensive electrical system consisting of generating plants, transmission lines, substations, and distribution systems.

The Bonneville Power Administration, a power-marketing agency of the U.S. Federal Government, owns and operates the principal high voltage bulk transmission lines serving the Puget Sound region. Puget Sound Energy relies on Bonneville Power Administration for bulk transmission services of power generated by federal hydro dams and Energy Northwest generators.

3.1 Regulatory Context

Puget Sound Energy and the Bonneville Power Administration activities are coordinated by the policies of the Western Electricity Coordinating Council and Northwest Power and Conservation Council. The Federal Energy Regulatory Commission and the Washington Utilities and Transportation Commission provide regulation for the system. The role and structure of the Washington Utilities and Transportation Commission, which regulates all utilities, has been described in Chapter 1. Organizations and regulations that are specific to electricity supply are described below:

3.1.1 The Western Electricity Coordinating Council

Western Electricity Coordinating Council is responsible for coordinating electricity supply across the western United States. It covers all of the United States west of the Rockies and parts of Mexico and Canada. Its primary function is to coordinate wheeling of power between the regions and to provide safeguards in the national grid so that a power disturbance in one part of the country will not leave another region without power.

3.1.2 The Northwest Power Pool

Northwest Power Pool is an integrated system of generating resources and transmission facilities owned by Northwest Utilities. The pool was formed in 1942 to coordinate sales and interchange of power within the region. Puget Sound Energy is a member of the Northwest Power Pool.

3.1.3 The Northwest Power and Conservation Council

The Northwest Power Act of 1980 authorized the Council and it was approved by a vote of the legislatures of all four northwestern states, Washington, Oregon, Idaho, and Montana. The governor of each of the four states appoints two members to serve on the Council. The Council's focus is on the generation of electricity; however, its policies have implications for gas service. The act contains three principal mandates for the council to carry out:

1. Develop a 20-year electric power plan that will guarantee adequate and reliable energy at the lowest economic and environmental cost to the Northwest. Energy conservation, renewable resources, such as wind power, solar, geothermal, and biomass, and high-efficiency resources, such as those that use heat from manufacturing processes to generate electricity, are listed in the Northwest Power Act as priorities.
2. Develop a fish and wildlife program to protect and rebuild populations affected by hydropower development in the Columbia River Basin.
3. Conduct an extensive program to educate and involve the public in the council's decision-making processes.

The plans and policies the Council develops and approves are implemented by numerous agencies including Bonneville Power Administration, U.S. Army Corps of Engineers, Bureau of Reclamation, and Federal Energy Regulatory Commission as well as both investor-owned and public utilities. State, tribal, and local governments often work closely with the Council as it develops its power and fish and wildlife plans, and these entities implement measures in those plans. The Power Plan and the fish and wildlife program are updated at least every five years.

3.1.4 Washington Energy Independence Act

The Washington State Energy Independence Act (RCW 19.285) sets annual targets for utilities to use eligible renewable resources or acquire equivalent renewable energy credits. These targets increase over the years, for example the target percentage was 3% in 2012, 9% in 2016, and by 2020 utilities should have 15% of their power production come from renewable resources or energy credits.

3.1.5 Western Interstate Energy Board

The Western Interstate Energy Board was created Western Interstate Nuclear Compact. It is an organization of governors and premiers of the eleven western states and three western Canadian provinces. The Board's purpose is to provide the

instruments and framework for cooperative state efforts to enhance the economy of the West and contribute to the well-being of the region's people. Most of the Board's work is conducted through its three committees:

1. The High-Level Radioactive Waste Committee works with the U.S. Department of Energy to develop a safe and publicly acceptable system for transporting spent nuclear fuel and high-level radioactive waste under the Nuclear Waste Policy Act.
2. The Energy Minerals Reclamation Committee works to improve the administration of the Surface Mining Control and Reclamation Act in coal producing states.
3. The Committee on Regional Electric Power Cooperation works with the Western Conference of Public Service Commissioners to improve the efficiency of the western electric power system.

3.2 Electricity Supply

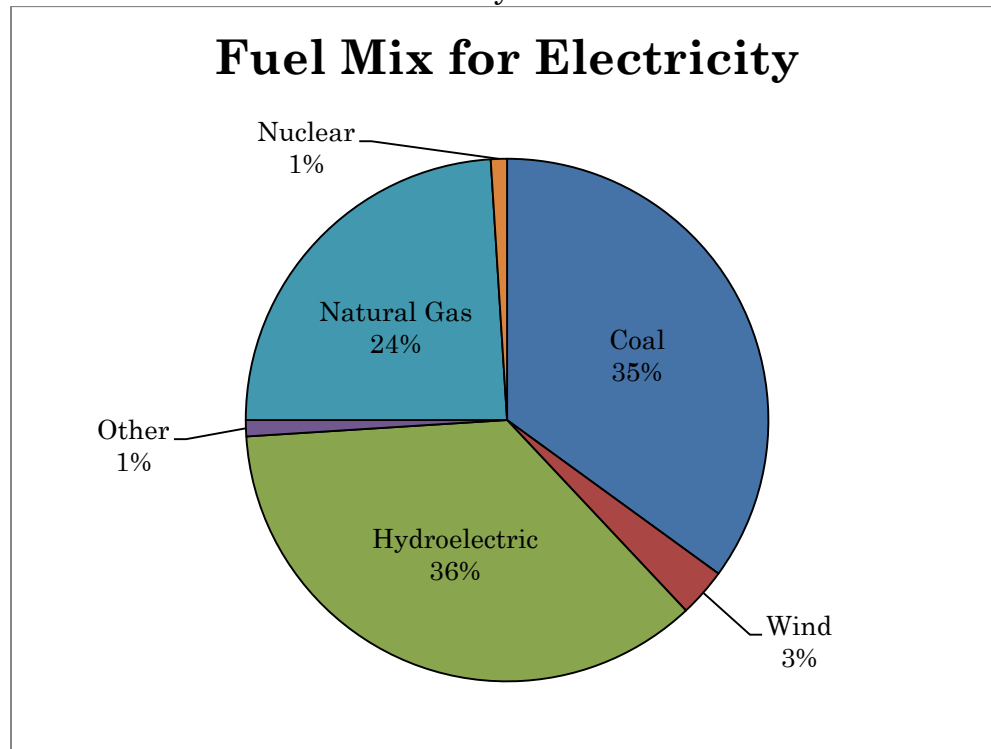
The first tier of PSE's electrical supply system is generation. Hydroelectric plants generate a large proportion of the electricity consumed in the Pacific Northwest. Much of the power comes from dams on the Columbia River to the east of the Cascades. Puget Sound Energy owns or has long term operating contracts on:

- Hydroelectric plants: 14
- Coal fired plants: 5
- Natural gas fired plants: 7

Three of PSE's coal fired sources will be shut down by 2025 to meet clean air standards, regulations, and goals in Washington and Montana.

In 2003, the company's energy production was 40% hydro resources and 60% thermal plants. Thermal plants take a number of forms, including coal-fired, natural gas-fired, and oil-fired. Puget Sound Energy does not presently own any nuclear generating facilities.

Figure 4. Current Fuel Mix for Electricity



3.2.1 Understanding Electricity Transmission and Distribution

The "transmission system" is the second tier in the electricity supply system. Puget Sound Energy's transmission system covers Thurston County and the City of Tumwater. It is a grid, which provides a link between Bonneville Power Administration's Bulk Transmission System and the local feeder system, which connects with customers. It has the function of moving power around Puget Sound Energy's service area.

The City of Tumwater is included in a Puget Sound Energy service area, which also covers the Cities of Bucoda, Lacey, Olympia, Rainier, Rochester, Tenino, and Yelm, and the unincorporated areas of Thurston County. There is one power generation station in the City of Centralia near the sub-area that feeds electricity into Puget Sound Energy's transmission system. Other sources of power outside this subarea flow through three transmission stations in Thurston County.

Power from generating plants along the Columbia River is delivered through existing 500 Kilovolt (kV) lines to the Bonneville Power Administration Raver Station in King County, to the Bonneville Power Administration Paul Station near the Centralia Generating Plant. The Tono Station just south of Thurston County steps the 500 kV voltage down to 115 kV, supplying two 115 kV lines north into central Thurston County.

The 500 kV system continues north to the Bonneville Power Administration Olympia Substation located west of the City of Tumwater in Thurston County, where the power is stepped down to the 230 and 115 kV levels. A 230 kV line originating at the White River Generating Plant in Pierce County also provides power to the Bonneville Power Administration Olympia Substation, where the power is stepped down to the 115 kV level. From there, two 115 kV lines run east from the Bonneville Power Administration Olympia Substation to serve Puget Sound Energy's Olympia Transmission Substation. This transmission station then serves the Saint Clair and the West Olympia Substations in the Olympia area. A 115 kV line originating at the White River Station runs southwest to the Saint Clair Transmission Station, which serves substations in the Lacey area.

Power is transformed from 115 kV to 55 kV by one transformer at the Olympia Transmission Substation to serve some distribution substations with 55 kV lines. The Saint Clair and West Olympia Transmission Substations have a similar transformer used to serve 55 kV distribution substations in Thurston County.

Because the power system in the Thurston County area is connected to a larger transmission grid throughout the Northwest, power must be able to flow north and south as the needs of the system evolve. As mentioned previously, the demand for electricity in the Puget Sound area varies throughout the year. In the spring, heavy water flows from the winter snowpack cause large amounts of imported power to flow across our system from Canada to California. In the fall, when local water reservoirs are low, power is imported from California to the Puget Sound Energy system.

The "distribution system" is the third and final tier in the electricity supply system. Power is supplied from the transmission system into the City of Tumwater's local feeder system at five distribution sub-stations, three of which are located in the City of Tumwater and its Urban Growth Area. The remaining two are located in the City of Olympia and its Urban Growth Area.

3.3 System Analysis

Programs to ensure a reliable and economic power system over the next 20 years and reduce the potential for system overload were identified in the Bonneville Power Administration's *Puget Sound Reliability Study* (2014) and Northwest Power and Conservation Council's *Seventh Northwest Conservation and Electric Power Plan*. These programs included the following:

- Increase energy efficiency measures.
- Develop the capability to deploy demand response resources or rely on increased market imports to meet system capacity needs under critical water and weather conditions.

- Invest in new natural gas-fired generation.

At the local level, Puget Sound Energy continues to pursue energy efficiency programs. Puget Sound Energy offers grants and consultation for energy conservation measures in industrial facilities. There is also an active program to raise consumer consciousness regarding energy efficiency. Puget Sound Energy upgrade their existing transmission substation in the City of Tumwater in 2012 and constructed a new distribution and transmission switching station and 12 miles of local transmission lines between the Cities of Lacey and Tumwater between 2012 and 2015.

Both the Bonneville Power Administration and Puget Sound Energy are working to manage demand. The aim is to reduce demand at peak times, and spread demand more evenly over the daily and seasonal cycle. Encouraging commercial customers to carry out high-energy consumption processes when supply is plentiful in off peak periods can encourage and use power when greater supply is available. The Bonneville Power Administration is undertaking programs to develop the bulk transmission system. The aim of these programs is to increase system capacity, to deliver more power, and to protect the consumer from power loss.

Almost all of the forecast data is affected by uncertainty in economic conditions, weather, environmental and governmental policies, and other factors that could significantly affect the magnitude, duration, and timing of projected surpluses or deficits. Some of these uncertainties include:

- Natural variations in weather;
- Potential increases or decreases in retail loads due to changes in local, regional, and national economic conditions;
- Future local, state, and national policy requirements;
- Cost and availability of fuel;
- Changes in existing or contracted generating resources;
- Availability of new and existing uncommitted regional resources;
- Availability and reliability of import/export markets and transmission limits; and
- Future climate change impacts to retail loads, stream flows, and resources.

The City completed an energy conservation assessment in 2008 to identify opportunities to save energy and other resources. Because of the assessment, the City adopted the *Climate Action Plan*, which implemented recommendations from the assessment such as retrofitting lights and improving the heating, venting, and air conditioning systems in City-owned buildings.

3.3.1 Electricity Rates

The average commercial electricity rate in the City of Tumwater is 9.46 cents/kWh. This is 23% greater than the Washington average rate of 7.68 cents/kWh and 6% less than the national average rate of 10.09 cents/kWh. Commercial rates in the U.S. range from 6.86 cents/kWh to 34.88 cents/kWh.

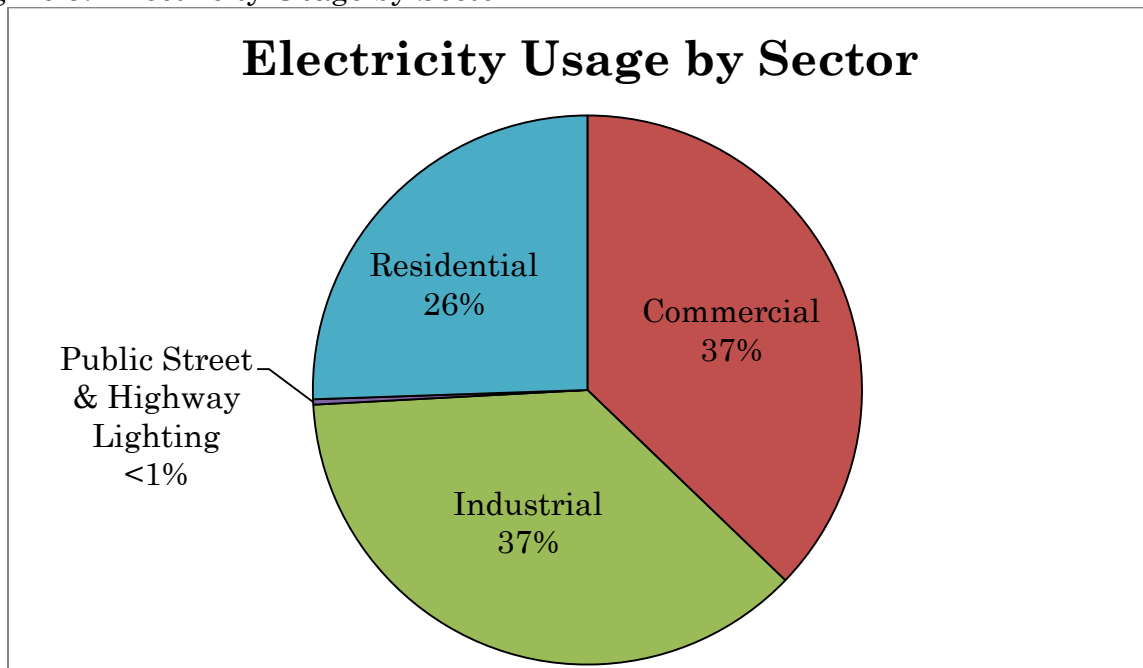
For residential, the average electricity rate in the City of Tumwater is 10.36 cents/kWh which is 21% greater than the Washington average rate of 8.53 cents/kWh and 12% less than the national average rate of 11.88 cents/kWh.

Puget Sound Energy projects that between 2016 and 2033, nominal retail electric rates will grow at an average annual rate of between 1.1% and 1.3%.

3.3.2 Electricity Usage

The City of Tumwater used about 315 million kWh in 2015. The sectors that used the most were commercial and industrial with 118 million kWh and 115 million kWh respectively.

Figure 5. Electricity Usage by Sector



4. NATURAL GAS AND FUEL PIPELINES

Two major natural gas and fuel pipelines pass within the City of Tumwater and its urban growth area:

- Olympic Pipeline (2.8 miles located within the City of Tumwater)
- Williams Northwest Pipeline (2.5 miles located within the City of Tumwater)

4.1 Olympic Pipeline

The Olympic Pipeline spur was used to carry liquid fuels from Olympic Pipelines' main north-south pipeline east of the City of Tumwater to a bulk storage tank facility at the corner of Linderson Way and Tumwater Boulevard. The lease for that bulk storage facility has lapsed and it is no longer a conforming land use for that location. The spur pipeline and easement remains in place but is currently inactive. No plans are currently on file to relocate the bulk storage facility or reactivate this pipeline spur.

4.2 Williams Northwest Pipeline

The Williams Northwest Company pipeline conveys natural gas from Williams Northwest Company Pipeline main north-south pipeline east of the City of Tumwater to the Satsop Business Park in Grays Harbor County. This pipeline consists of two parallel 16-inch diameter gas pipelines located within a right of way that passes through the southern portion of the City of Tumwater and its urban growth area. This pipeline is active and no further expansion of this pipeline is planned at this time.

4.3 Puget Sound Energy Natural Gas Pipelines

Puget Sound Energy maintains an extensive network of pipelines that distribute natural gas to customers throughout the City of Tumwater.

The Williams Northwest Company supplies natural gas to Puget Sound Energy through four gate stations in the Olympia area.

1. Olympia Gate Station at Flying Carpet and Fir Tree. This gate station also serves the Cities of Olympia and Lacey.
2. Olympia Town Border Station at 42nd and Boulevard. This station also serves the Cities of Olympia and Lacey.

3. Littlerock Gate Station at 90th Lane SW and Littlerock Road.
4. Black Lake Gate Station at Delphi and 62nd Avenue SW.

Other additional gas facilities serving the City of Tumwater include the following:

- A six-inch gas main from Olympia Gate to the Capitol, serving about 5,000 residential customers.
- A four-inch West Olympia Main from Black Lake to Evergreen College serving about 1,600 residential customers.
- A four-inch main from Littlerock to the City of Tumwater serving about 1,600 residential customers.

5. TELECOMMUNICATION

The telecommunications industry is currently undergoing large advances in technology. Cellular and optical fiber technology have changed the way telecommunications service is delivered. In addition to this, technology is evolving that will eliminate current physical barriers that separate data, video, and voice technologies.

5.1 Broadband

With the rise of broadband-enabled services and applications, and the increasing migration of many aspects of modern life online, a lack of broadband connectivity can increasingly have a negative impact on social and economic development by excluding those who lack broadband access or do not see the relevance of broadband services. The Federal Communications Commission currently defines broadband access in the United States as 25Mbps when downloading data and 3Mbps when uploading data. It is becoming an increasingly important utility since more educational, occupational, communicative, and entertainment opportunities are dependent on this service.

In the City of Tumwater, 25 internet service providers offer broadband connections over a variety of methods to both residences and businesses. CenturyLink and Xfinity are the leading providers in the City of Tumwater. According to BroadbandNow, an organization that assesses broadband access, currently 92% of the City of Tumwater has access to CenturyLink's digital subscriber lines, 97% has access to Xfinity cable services, and Hughes Net's satellite coverage is accessible to buildings with a satellite dish and a clear view of the southern sky. The general types of broadband connections include:

5.1.1 Digital Subscriber Line (DSL)

Digital subscriber line uses existing phone lines to connect to the internet, similar to dial-up, but still allows for simultaneous phone and internet usage.

5.1.2 Cable

Cable uses existing television cables to connect to the internet without interfering with the television signals.

5.1.3 Wireless

Wireless internet connections are broadcast over the airways via a ground station provider to antennas. This method requires a clear line of sight between the antenna and the ground station making it susceptible to weather conditions.

5.1.4 Satellite

Satellite internet is a form of wireless internet that uses geosynchronous satellites to connect to the internet. This method requires a clear line of sight between the satellite dish and the orbiting satellite making it susceptible to weather conditions.

5.1.5 Mobile

Certain phones and smart devices are able to access the internet using the cellular phone network.

5.1.6 Fiber Optic

Fiber optic technology uses thin glass fibers to convert electrical data signals into light for faster and more reliable connections. The City has some fiber conduits around the city and is currently planning how to best use these assets.

Many providers of digital subscriber line, cable, or satellite phone and television services use the same infrastructure to provide internet services. Table 3 includes a current inventory of this infrastructure that is registered by the Federal Communications Commission, the national regulator of interstate communications.

Table 3. Current Inventory of Infrastructure

Infrastructure	Number
Cell Phone Towers	1
Antenna Towers	95
Commercial Land Mobile Towers	3
Private Land Mobile Towers	30
Microwave Towers	22
Paging Towers	13
Maritime Coast & Aviation Ground Towers	3
Amateur Radio Licenses	122

5.2 Television

Cable television is available to residents through Xfinity. Service is through a franchise agreement. Lines installed in public rights of way provide cable transmission. The lines are usually required to be underground. All of the City of Tumwater currently has access to cable TV including recently annexed areas. Xfinity plans to accommodate future population as market conditions demand. It is not bound by the level of service and concurrency requirements under the Growth Management Act.

6. MEETING FUTURE DEMAND

In the six county service area of Puget Sound Energy, an inflow of more than 775,000 new residents between 2016 and 2035 will increase Puget Sound Energy's electric service territory population to almost 4.8 million by 2035. Additionally, employment is expected to grow at an average annual rate of 0.7% between 2016 and 2035, manufacturing employment is expected to decline annually by 0.4% on average between 2016 and 2035, and local employers are expected to create about 297,000 jobs between 2016 and 2035.²

Growth in the City of Tumwater follows closely with growth trends in other parts of the Puget Sound Energy service area. There were 20,610 jobs in the City of Tumwater in 2015. Over the 20-year planning period, the City of Tumwater is projected to add an additional 11,055 jobs for a 54% gain in total employment primarily in the areas of government, professional services, and retail. The biggest changes in employment occur in information, construction, and utilities.

These projections form the basis of the utility forecast for the City of Tumwater helping ensure adequate services are in place and identify potential changes or adjustments needed.

Table 5. The City of Tumwater and Urban Growth Area 20-Year Population Projection

	2015¹ Population	2035² Population	Population Increase	Percent Increase 2015-2035
Tumwater	21,939	34,680	12,741	58%
Urban Growth Area	3,250	8,203	4,954	152%
Combined Areas	25,188	42,883	17,695	70%

Source: ¹ Office of Financial Management, Forecasting Division

² The Profile, October 2015, Thurston Regional Planning Council, and the Population and Employment Forecast for Thurston County Final Report

Note: The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

² The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

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Table 6. The City of Tumwater and Urban Growth Area 20-Year Housing Projection

	2015 Housing Units¹	2035 Housing Units²	Housing Increase	Percent Increase 2015-2035
Tumwater	8,680	13,840	5,160	60%
Urban Growth Area	2,710	5,330	2,620	97%
Combined Areas	11,390	19,170	7,780	68%

Source: ¹ Office of Financial Management, Forecasting Division

² The Profile, October 2015, Thurston Regional Planning Council, and the Population and Employment Forecast for Thurston County Final Report

Note: The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

One simple measure of the energy intensity is the gross measure of total energy consumed divided by the population. This per capita indicator is a good measure of energy consumption because decisions by individual consumers have an important effect on overall energy consumption. Combined with energy efficiency projections outlined in Section 6.1 of this document, this measure provides a straight-line projection that provides a conservative picture of anticipated demand.

Table 7. The City of Tumwater and Urban Growth Area 20-Year Energy Consumption Projection

	2015 Households¹	2035 Households²
Tumwater	8,470	13,390
Natural Gas	276,400 MBTU	346,800 MBTU
Electricity	116,956,800 kWh	153,459,000 kWh
Urban Growth Area	1,255	3,167
Natural Gas	41,000 MBTU	82,030 MBTU
Electricity	17,325,800 kWh	36,298,300 kWh
Combined Areas	9,725	16,557
Natural Gas	317,400 MBTU	428,830 MBTU
Electricity	134,277,200 kWh	189,757,300 kWh

Source: U.S. Energy Information Administration (EIA) State Energy Data System, Puget Sound Energy, and the 2010 Census

Notes: ¹ In 2015, the estimated per capita uses were approximately 12.6 Million BTU per capita for natural gas and 5,331 kWh per capita for electricity.

² In 2035, the estimated per capita uses will be approximately 10 Million BTU per capita for natural gas and 4,425 kWh per capita for electricity due to estimated improvements in efficiency.

Average household size was estimated to be 2.59 people.

The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

6.1 System-level Impacts of Energy Efficiency

The Energy Independence Act requires electric utilities with 25,000 or more retail customers in Washington to use renewable resources and conservation to help meet their customers' energy needs. The utilities must report annually to the State Department of Commerce on their compliance.

Currently, the utilities in Washington State are using wind power for about 80% of their renewable supplies and efficiency improvements and hydroelectric projects for about 15%. In 2016, the renewable energy target increased from 3% to 9% of customers' electricity load, and in 2020, the target will increase again to 15%.

In 2005, in response to WAC 458-20-273, Puget Sound Energy, which serves the City of Tumwater and many other communities in the Puget Sound area, launched a renewable energy production incentive payment program. Under this program, Puget Sound Energy makes payments to interconnected electric customers who own and operate eligible renewable energy systems that include solar PV, wind, or anaerobic digesters. Average annual credits range from \$0.12 to \$1.08 per kWh of energy produced by their system. Puget Sound Energy receives a state tax credit equal to the payments made to customers. By the end of 2014, Puget Sound Energy had paid \$3,130,000 to 2,000 customers eligible for production payments.

Puget Sound Energy anticipates that electric demand side efficiency efforts have the potential to reduce consumption 20% and similar efforts for natural gas efficiencies may reduce consumption by 17% by 2035.³

³ The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

7. POTENTIAL IMPACTS OF CLIMATE CHANGE

There are at least two ways in which climate change can affect utility demand and availability. First, long-term changes in temperature will alter electricity demand and change precipitation patterns, river flows, and hydroelectric generation. Second, policies enacted to reduce greenhouse gases will affect future resource choices.

Northwest Power and Conservation Council analysis and planning shows that climate induced changes to loads and river flows will not affect resource choices during the period 2016 through 2021. However, beyond 2026, resource decisions may be impacted. Their prediction for the Northwest is for less snow and more rain during winter months, resulting in a smaller spring snowpack and lower summer flows. Winter electricity demands would decrease with warmer temperatures, easing generating requirements. In the summer, demands driven by air conditioning and irrigation loads would rise. The power supplies projected through 2026 are anticipated to meet demand, even under a climate change scenario.

After applying the climate induced shift in river flows and load to assumptions in Northwest Power and Conservation Council's modeling scenarios, the likelihood of a shortfall in 2035 grows to 15%, which is above adequacy standard of 5% established by this organization and Puget Sound Energy.⁴

Other potential climate change impacts include increased flooding concerns in fall and winter, reduced salmon migration survival due to lower summer river flows combined with higher water temperatures, and increased summer electricity prices.

Utility agencies recommend that research continue in this area and suggest that while no immediate actions regarding reservoir operations are indicated, the region should consider alternative reservoir operations that could potentially mitigate future climate change impacts.

⁴ The City of Tumwater started the update process in 2015 using data from 2015 and did not receive 2016 data until it was too late to incorporate in the update process.

8. UTILITIES GOALS, POLICIES, AND ACTIONS

8.1 Utilities Goals, Policies, and Actions

Goal U-1: Increase efficiency when planning for and siting utilities.

<u>Policy</u>	<u>Action</u>
U-1.1	Communicate with private utility companies when siting utilities to discuss anticipated growth projections and how to size utilities appropriately to meet anticipated demand.
	U-1.1.1 Cooperate and participate with Puget Sound Energy in the formulation of policy and development of an underground management plan with respect to Puget Sound's aerial facilities with the City of Tumwater.
U-1.2	Be aware of public service obligations when local review of utility improvements occur.
U-1.3	Utilize transportation rights-of-way for utility corridors whenever feasible.
U-1.4	Provide timely notification to all affected utilities prior to road construction.
U-1.5	Approve utility permits when the project to be served is approved whenever feasible and as quickly as possible.
U-1.6	Coordinate with Thurston County, and the Cities of Lacey and Olympia to ensure consistency of the respective utility plans in order to facilitate orderly utility service.

Goal U-2: Increase energy generation from renewable resources to reduce the region's carbon footprint.

<u>Policy</u>	<u>Action</u>
U-2.1	Explore incentives to support the installation of distributed electrical generation equipment, (e.g., rooftop solar panels).
	U-2.1.1 Encourage developers and homeowners to take advantage of existing national incentive programs (e.g., the tax credit program for the installation of solar systems in homes).

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U-2.2 Investigate large-scale, multi-jurisdictional renewable energy projects (e.g., large-scale solar arrays).

U-2.3 Adopt uniform building codes and permitting practices in jurisdictions to make the installation of solar panels, or other distributed generation technologies, easier and faster.

Goal U-3: Enhance the region's electricity distribution, monitoring, and storage infrastructure to support adoption of cleaner technologies and practices.

Policy

Action

U-3.1 Monitor system, or grid-scale, energy storage innovations, and learn from the experiences of communities that begin to deploy them.

U-3.2 Support energy suppliers' equipment upgrades, new programs, and service offerings related to adding information technology to the system or grid.

U-3.3 Collaborate with energy providers to test innovative system-scale, grid-scale, energy storage solutions in isolated, controlled conditions. If, and when, technological progress is proven, collaborate with energy providers for deployment of such storage solutions.

U-3.4 Support voluntary programs for adding vehicle chargers to homes, businesses, and public parking infrastructure.

U-3.5 Promote integration of electric vehicle infrastructure into residential building codes and public and private facilities, including allowances in zoning regulations for charging stations in locations where they are needed.

U-3.6 Create local projects to increase the existing electric vehicle fleet.

U-3.7 Encourage a change in state policies to increase the utility share of funding for undergrounding of overhead wires to reduce power outages.

U-3.8 Protect and reserve existing electrical transmission corridors to maintain their usefulness in meeting future needs.

U-3.9 Coordinate with the Natural Hazards Mitigation Plan to reduce service interruptions and provide services that are more reliable during hazard events.

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Goal U-4: Increase energy efficiency and conservation to reduce the region's carbon footprint.

Policy Action

- | | |
|-------|--|
| U-4.1 | Develop new incentives for green buildings, (e.g., Leadership in Energy & Environmental Design – LEED programs). |
| U-4.2 | Offer incentives for the use of roof-mounted solar water heaters. |
| U-4.3 | Continue conversion of public fleets to hybrid, natural gas, and electric vehicles. Lead by example. |
| U-4.4 | Consider adopting policies that require residential and commercial properties to undertake an energy audit at time of sale or during substantial remodel, including, if deficiencies are found, encouraging energy retrofits to upgrade properties to a specified level. |

Goal U-5: Ensure vital utilities are created, operated, and maintained in a safe manner.

Policy Action

- | | |
|---------|---|
| U-5.1 | Encourage the undergrounding of utilities to increase public safety. |
| U-5.1.1 | Consider strengthening the standards for the undergrounding of utilities and utility corridors. |
| U-5.1.2 | Work with neighborhood associations to encourage the development of local improvement districts to provide funding for undergrounding existing utilities. |
| U-5.2 | Encourage pipeline safety through public awareness and regulations. |
| U-5.2.1 | Consider adopting code language, which limits high-risk uses near pipelines to protect both the public and the pipelines themselves. |
| U-5.2.2 | Consider strategies to educate the public on pipeline safety and pipeline locations within the city. |